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ABSTRACT

The first section of this summary report is directed to an examination of the nature of the functions of inspection in the six countries examined--Algeria, Nigeria, Pakistan, Peru, Venezuela, and Zambia--and consideration of the content of effective monitoring of and advising on the work of teachers and schools. Conditions that make it possible for inspection to achieve valuable results are discussed. In the second section, these preconditions are related to some common features of the state of primary education in the six countries in order to identify some of the main development problems to be found in them and the implications of these problems for inspection; namely that there are certain minimum preconditions for inspection to be effective. The third section analyzes the results of the study of the organization and functions of primary school inspection. Finally, the report presents some conclusions and recommendations, it being clearly understood that there is no model or ideal situation regarding inspection activities against which the situation in each country can be compared. Certain principles and guidelines that may be followed by educational personnel responsible for planning and controlling inspection are, however, stated. The appendixes examine the specifics in each country examined.
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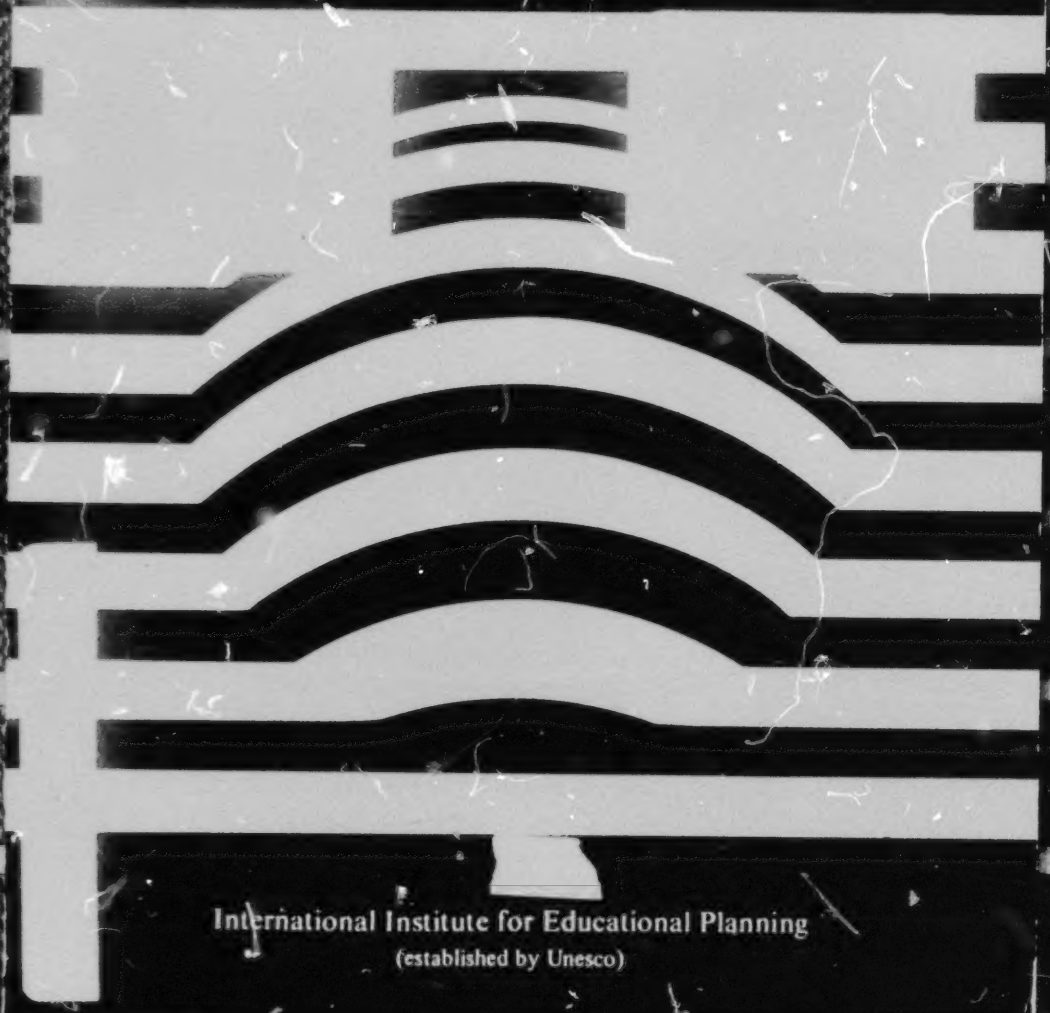
a supporting service for education

Raymond F. Lyons and Mervyn W. Pritchard



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Raymond F. Lyons and Mervyn W. Pritchard

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Preface

This report is a result of the growing concern by the International Institute for Educational Planning with some of the basic problems involved in the management of education. This concern reflects a notion of educational planning which is not limited to the design of plans for educational development, but includes the implementation and evaluation of such plans as well.

In undertaking this series of studies, the IIEP was guided by the fact that countries of the developing world were entering a new phase in their educational development in which they would place the main emphasis on re-thinking their educational systems and creating adequate and efficient national educational structures, curricula and methods. Together with this emphasis on reform, countries were seeking to strengthen their administrative and professional services so that the schools could be supported by well-trained and competent management and advisory personnel. In many cases these supporting services had been depleted qualitatively by promotion, and had not kept pace in numbers or in qualification with the needs associated with quantitative expansion and qualitative reform.

This report is based on studies undertaken in countries whose educational development has been influenced by English, French and Spanish educational patterns and procedures. But while the findings are particularly relevant to the six countries which have been studied, it is hoped that they will be of help to all developing countries in improving the contribution of the supervisory services to their systems of primary education. One of the conclusions of this report is that the planning of the functions and staffing of the inspectorate constitutes an important part of educational planning since the inspectorate is at least potentially a powerful instrument in improving and maintaining the adequacy of education. This report indicates the main points which require attention, in planning and in administration, if inspection is to achieve these objectives.

Finally, it is a pleasure to acknowledge the support, both financial and intellectual, which the Ministry of Overseas Development of the United Kingdom has given to this project as part of the United Kingdom's contribution to the work of the IIEP. I also express my most sincere

appreciation for the support and co-operation which the Institute has received from the authorities of the six countries concerned, and from many experts and practitioners of other countries, in the course of the preparation and implementation of the studies.

Hans N. Weiler
Director, IIEP

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Introduction

1. The purpose of the study of the primary school inspectorate was to find out about the real functions and methods of work of the inspectorate, and of the inspectors, in relation to the improvement of instruction, to note those practices and arrangements which seem to be effective and, where appropriate, and in consultation with the national authorities in the countries studied, make practical suggestions in respect of operation, staffing, recruitment and training. It was intended that as a result of the study the International Institute for Educational Planning would reach conclusions with regard to the planning of inspection services which would be of use to Ministries of Education in developing countries.

2. The initial premise which underlay the study was that inspection of a constructive kind might represent an important contribution to the improvement of education, but that it was necessary to seek out and to define the conditions under which teaching and learning could be so improved. In this connexion, it was thought desirable to study whether and if so how, the inspector might evaluate teaching and what the profile of the inspector who would be required to undertake evaluation should be. Those preparing the studies also took as an initial premise that, in view of the recent substantial quantitative expansion of first-level education in developing countries with qualified teachers, administrators and inspectors in short supply, conditions for effective inspection had probably become more difficult. It would therefore be useful to explore the nature of those difficulties and what might be done through inspection to improve primary education, particularly in rural areas as part of co-ordinated action.

3. The approaches and procedures to be followed were the subject of a preliminary expert meeting at which detailed proposals based on the preliminary study of documents were discussed, and were subsequently revised. These general terms of reference for the study related to the aims and situation of primary education; the organisation, functions and activities of the inspectorate, as well as to the recruitment and training of inspectors. The proposed lines of enquiry, amended as a result of the analysis of available national documents, were submitted to the Ministries of Education in the countries studied

as draft terms of reference for the enquiries.

4. In undertaking the preparation of their studies in the countries the authors of the reports analysed further documentation and collected data which were obtained in the national capital or in the regions. With the generous and enthusiastic help of national officials they undertook field visits with structured interviews with teachers, inspectors, administrators and political leaders of education. Four questionnaires were prepared for discussion with and completion by Chief Inspectors, primary school inspectors, school principals and primary school teachers respectively. These questionnaires were aimed at deepening the understanding of the functions of the inspectorate and the ways in which the tasks of the inspectors were seen by the four groups of professionals. The questionnaires were distributed while the author was in the country and the answers collected at that time or sent subsequently.

5. The choice of countries was limited to six for budgetary reasons. The IIEP made arrangements in the light of the interest of the governments approached. It acted on the advice provided by the participants at the expert meeting referred to above which included national representatives as well as Unesco officials. The IIEP focussed its choice on developing countries which were attempting to combine quantitative development of primary education with reform and which represented English, Spanish and French linguistic backgrounds. The IIEP in making its choice also had in mind the need to diversify the direction of its research so as to include countries which for the most part had not been previously studied within the context of one of its research programmes. This report refers to three studies undertaken by Mervyn W. Pritchard in Nigeria, Pakistan and Zambia, two studies by Raymond F. Lyons in Peru and Venezuela and one by Robert Mélet in Algeria; summaries of the studies are included in this volume as appendixes, and the full version of each of them may be obtained in document form from the IIEP.

6. The idea which has been developed in this work is one which governments have tended, or have been obliged, to neglect. It is that those responsible for the planning and administration of educational systems should seek to define and respect certain quantitative and qualitative relationships, in a growth and development sense, between an educational system and the inspecting, advisory and administrative services which have the responsibility of ensuring that the system is working effectively. These planning relationships involve numbers, qualifications, location, functions, communications and all the other matters which are included in this summary report. It is hoped that it will provide assistance to governments in considering how, specifically, their existing arrangements for advice and guidance of teachers and heads can be improved, and how the inspector's work can be well integrated with planning and management of the school system.

7. The first section of the summary report is therefore directed to an examination of the nature of the functions which are included in inspection in the six countries and consideration of the content of

effective monitoring of and advising on the work of teachers and schools. The conditions which make it possible for inspection to achieve valuable results, or alternatively to constitute an unproductive segment of an educational bureaucracy, are discussed. In the second section of the report these pre-conditions are related to some common features of the state of primary education in the six countries in order to identify some of the main development problems to be found in them and the implications of these problems for inspection; namely that there are certain minimum pre-conditions for it to be effective. The third section analyses the results of the study of the organisation and functions of primary school inspection. Finally the report presents some conclusions and recommendations, it being clearly understood that there is no model or ideal situation regarding inspection activities against which the situation in each country can be compared. Certain principles and guidelines which may be followed by educational personnel responsible for planning and controlling inspection are however stated.

Summary report on primary school inspection

SECTION I - PURPOSE AND NATURE OF INSPECTION

1. The Education Law of most countries lays on the Minister of Education the duty and responsibility to cause inspections to be made of educational institutions supported by state funds and also, in many cases, of private institutions. The main purpose of such a legal requirement is to enable the Minister as representative of the government and the people to satisfy himself that educational standards are being maintained and that the schools or colleges are being conducted in accordance with national aims and policies. Seen from a legal standpoint, therefore, inspection is an instrument with which the political and administrative authorities maintain a necessary contact with schools, teachers, pupils and the community to ensure that the system is working satisfactorily and efficiently. In this sense a national schools inspectorate is fulfilling a controlling, co-ordinating and communicating role as the guardian of educational standards or, to use common metaphors, as the 'watchdog' or the 'eyes and ears' of the Ministry.

2. The history of inspection as part of the evolution of modern educational systems and an analysis of the actual duties of inspectors as revealed in the six case studies undertaken (see, for example, the Annexes to Appendixes I, II, and V) show that these duties and their approach to the task of improving standards are by no means uniform. As might be expected, their aims and functions vary according to the political and administrative structure of a country's educational system; whether, for example, there is a strongly centralised system of control or a substantial devolution of responsibility, allowing a considerable measure of autonomy to local units of administration and thence to the schools and to teachers in matters of curriculum or teaching method. In developed countries, where there are comparable standards between countries in the qualification and training of the teaching profession, there is a marked difference between, for example, the role exercised by an inspector in the USSR, who, well trained in pedagogics, psychology and the teaching of different disciplines, is committed to transmitting to the schools the ideas and policies of the Party in the field of educational development and, on the other hand, that of Her

Majesty's Inspector in the United Kingdom where the administration and financing of education are a partnership between the central authority and the local education authorities and where the head and the teachers in an individual school carry a large amount of responsibility and autonomy in respect of the academic organisation, curriculum and teaching methods used. In France, on the other hand, where the system is centralised, the inspectors exercise a most clearly defined management role as regards the schools and particularly, by their system of marking classroom performance, the careers of the teachers. Four of the six countries visited derive their system of inspection from the former colonial powers of Great Britain (Nigeria, Pakistan, Zambia) and France (Algeria) and are influenced by these respective educational traditions, while Peru and Venezuela provide examples of inspecting services where central administrative checking, as distinct from professional criticism and advice, plays an important role. But in all six countries, at their varying stages of development, there is a considerable measure of centralised control, especially in matters of curriculum and prescription of content at the primary level and to some degree of teaching method and the choice of textbooks.

3. The legal and administrative justification for a system of inspection, outlined above, should not obscure what may be a less palpable, but is, in our view, a more fundamental purpose. This is to provide a national service to assist, in co-operation with other services, such as teacher training, curriculum development and the provision of books and teaching materials, in developing and improving the education provided in the schools; to see the inspector not merely as a watchdog of authority but as an agent of development who, by the quality of the advice and help he gives to schools and teachers and by disseminating good ideas and practices gained from his experience of many schools, can stimulate them to better performance. In short, he has a creative and innovative role to play. Many of our discussions with administrators, inspectors and teachers in the course of our visits revealed a desire to put more emphasis on this aspect of the work of the inspectorate. We were, therefore, concerned to see how far by qualifications, training, organisation and staffing they were in a position to fulfil such a role and what difficulties stood in the way.

4. In all educational systems with an inspection service the inspector stands Janus-like between the administrative authorities and the schools, with an obligation to both. He is charged with helping to implement policies and plans, keeping the administration fully informed of the state of education in the schools and, hopefully, in following up action taken by the authorities on the basis of his advice. At the same time he is expected to do all in his power to assist in the professional development of the teachers, to encourage and advise as well as to assess and report. There is, perhaps inevitably, some conflict or even ambiguity of roles, and, as we have suggested, the relative importance attached to each is conditioned by the political and administrative structure of education as well as by such factors as the stage of professional development of the teachers.

5. One might, therefore, classify the inspector's varying duties and responsibilities under the general headings of administration or management, assessment and guidance, though these interlock and through them all runs his communicating role. To take the first of these - his administrative or management responsibilities. These involve in most countries we visited a wide range of duties: in Pakistan, for example, supervision of the employment, promotion, payment and conditions of teachers; the building of schools and provision of equipment, the registration and transfer of pupils, the investigation of complaints, the collection and collation of statistical data. In other countries, for example, Zambia, the major part of these duties may be undertaken by an education officer, leaving the inspector freer for professional duties but advising the education officer on needs and deficiencies. What becomes clear from our studies, as we develop the point later in this report is that the greater his involvement in routine administration the less time and attention he can give to the essential professional functions of inspecting, guiding and in-service training.

6. Central to the inspector's role are his functions of assessment and guidance, and the nature of inspection consists in the performance of these two main tasks. We have used the terms 'inspection' and 'inspector' throughout this study in preference to terms such as 'supervision' and 'supervisor', suggested and used in some countries as a more palatable alternative to the possibly inquisitorial overtones of 'inspector' for two reasons: first, because we think periodic assessment and evaluation are a necessary prelude to relevant and useful advice, and secondly, because we think supervision is a continuing process which is, or should be, exercised by the head of the school over the work of the pupils and staff. Since at best the inspector can visit a school only a few times a year the vital role of the school head in supervising the education provided should be stressed. Advice and guidance are constructive and relevant insofar as they are based on a thorough, objective and authoritative (not authoritarian) assessment of the school's achievements set against the aims and objectives of the school and the conditions in which it is working. That means inspection. But assessment is a means to an end, and the usefulness of inspection must be largely judged by the quality of the advice and help given and the extent to which suggestions and recommendations are followed by appropriate action on the part of the teachers and of the authorities responsible for the school.

7. Effective assessment would seem to depend in the first place on the inspector's knowledge of a particular school, its working conditions and relationships with the local community, and the potential of its pupils, teachers and head. The inspector, therefore, should become as familiar as possible with the schools in his assignment by regular visiting and should stay long enough in a particular area to build up this knowledge and experience. Such visits, whether of a more formal or informal kind, should be mainly concerned with professional matters rather than bureaucratic in nature; they should be directed

not merely to ensuring that regulations and norms are being observed, though this should be done, but with the essential nature of the teaching and learning taking place in the classroom and the range of other activities which constitute the life of the school. The inspector must therefore be in the classroom as much as possible observing pupils and teachers at work, with plenty of opportunity to discuss matters with the teachers and the head.

8. Successful evaluation of school work requires a high degree of skill, sympathy and experience on the part of the inspector. It requires, for example, consideration of the plan of a particular lesson, its objectives and the methods used and evidence of preparation, and also its relation to a scheme of work; the degree of involvement of the pupils, their oral and written response and their cumulative achievement over a period. It also involves a careful assessment of the learning environment, the availability and use made of instructional materials and the initiative shown by the teacher in constructing his own aids. Different criteria need to be used in different subjects and at different stages of the child's development. It is necessary to keep under constant review the techniques and criteria of such evaluation; research into such techniques and the devising of suitable objective tests of evaluation, such as through interaction analysis, are certainly necessary. But some degree of subjectivity is inevitable and proper, and the more experienced the inspector and the deeper his knowledge not merely of the content of the subject and the various methods of teaching but of the principles underlying those methods, the more convincing will be his evaluation.

9. Effective inspection appears to us to involve not only observation and assessment, not only looking at teachers but looking at educational problems with teachers and helping to point the way to their solution. This requires both knowledge and sensitivity of approach. If the teacher is to be receptive to advice, the inspector must command his confidence and convince him that he knows what he is talking about and could himself put into practice in the prevailing conditions, not in an ideal world, what he preaches. This may require demonstration lessons from time to time and also in-service training of the workshop kind where the inspector himself undertakes a piece of work as a suggested model for teachers. Routine assessment on a 5-point scale and cursory comment seen in many reports during our tours scarcely measure up to the kind of creative inspection we have briefly outlined, and we have mentioned in a number of reports on the countries visited that the requisite high level of experience and competence needed to do more than that is not always available. Advice may also take the form of written guidance circulated to teachers on the teaching of particular subjects or be conveyed by the inspector carrying with him samples of children's work collected from various schools to provide a standard of assessment or by lending to teachers, books which will help them in their teaching. There are many ways apart from telling the teacher what he should do.

10. Equally, inspection should be one means of establishing contact with the local community by the school in encouraging its support. The

inspector may be seen in the first instance as a representative of 'authority', from on high; he can do much to dispel this authoritarian image by getting to know members of the community and winning their confidence to help the school and give material and financial support. Several examples of such valuable work by inspectors in their localities were observed during our visits.

11. The usefulness of inspection to the administering authorities rests in the nature of the information and advice conveyed by reports and by other means to headquarters and on whether necessary action to effect improvements ensues. Skill in reporting is certainly essential but the best inspector can soon become frustrated if his reports are not acted upon and his recommendations ignored. Much here depends on the organisation of a system of communication within the inspectorate body so that senior inspectors can be relied upon to do everything possible to ensure action, and the relationship between the administration and the inspectorate is such that the latter's advice is listened to; in short, that the administration uses its eyes and ears and also takes steps to solve difficulties which are reported.

12. In the foregoing paragraphs we have perhaps painted a somewhat idealised picture of inspection as we think it should be if it is to justify fully its existence and the public money spent on it. But in considering the state of inspection as we found it in the six countries and which we discuss in the next sections of this report we have thought it necessary to have in mind such a priori considerations of the nature and purpose of inspection as a guide to the judgements we make. In our view there are certain preconditions which need to be met if inspection is to be effective at central and local levels:

(a) The influence for improvement that an inspectorate can exert is strongly conditioned by the circumstances in which teachers teach and pupils learn. If, for example, the physical environment of the schools is poor, with inadequate and dilapidated buildings and a lack of essential books and teaching equipment; if there is a high wastage rate of pupils and a high pupil/teacher ratio and the schools work in two or more shifts; if the pay and status of the teachers are low with little financial incentive for professional improvement and responsibility; and if many of the teachers are untrained or undertrained and the head is merely a bureaucrat, the efforts of any inspector to improve the quality of the work are likely to be severely handicapped. An essential precondition therefore for effective inspection is a determined effort through systematic planning and the mobilisation of all resources to remedy such deficiencies in the system.

(b) The organisation of the inspectorate body itself, at national and local levels and the functions which it is expected to perform should be such that priority over all other tasks is given to the essentially professional duties of inspecting the work of the schools and the in-service training of teachers.

(c) The process and strategy of inspecting and reporting should be under constant review so that they can make the maximum constructive contribution to improving standards in the schools and assisting

teachers in their professional development.

(d) The inspectorate must work in close co-operation with teacher trainees and the heads of schools and liaise with other educational services, such as curriculum development teams, school broadcasting, library services and psychological services.

(e) The staffing power of the inspectorate should be such as to enable it to make regular visits to the schools, and the particular needs of rural and isolated schools must be taken into account.

(f) The academic and professional qualifications of the inspectors and their training must be such as to enable them to give strong professional leadership and to command the respect and confidence of the teachers.

(g) The conditions under which the inspectors work must be such as to enable them to carry out their duties to the full. In particular they must have adequate transport to enable them to visit their schools regularly and the necessary office facilities to support their work in the schools and with teachers.

Our review of primary education and primary inspection in the next two sections of this report is designed to show how far these preconditions are now being satisfied.

SECTION II - THE SITUATION OF PRIMARY EDUCATION

A. ENROLMENT

13. In all the six countries the past decade or so has been characterised by a striking expansion in the provision of primary education, particularly in the first half of that period, in an advance towards the goal of universal primary education. But this expansion has been accompanied by shortages of resources which have made the task of maintaining or improving the quality of the education provided a difficult one. For example, in Peru (Appendix IV, paragraph 2) numbers increased from 1.5 to 2.5 million between 1963 and 1970, and in Zambia there was an increase of 105 per cent between 1964 and 1972. Though precise statistics were not always available because of lack of up-to-date census data, the participation of the appropriate school age group in primary education varies from country to country, as Table 1 shows and also within countries according to region, social class and sex.

14. Variation within countries can be illustrated from Nigeria (Appendix II, paragraph 4) where in 1971 the enrolment rate in North-Central State, one of six Northern States visited, was estimated to be 18.2 per cent, while in Mid-Western State in the south of the country it was estimated to be 92 per cent. In Venezuela (Appendix V, paragraph 3), the estimated 30 per cent not enrolled in school were living mainly in the rural areas and the poverty belts around the cities. The difference between enrolment of boys and girls, mainly in Moslem areas, is exemplified in Pakistan (Appendix III, paragraph 10) where

Table 1. Estimated primary school enrolment rate

Country		Percentage Rate
Algeria	(1973)	66.5
Nigeria[1]	(1971)	39.0
Pakistan	(1972)	48.0
Peru	(1973)	75.0
Venezuela	(1971)	70.0
Zambia[2]		70.0

1. The five of twelve states visited.
2. Estimate.

in 1972 it was estimated that girls accounted for only about 25 per cent of the total enrolment though the proportion was increasing annually, whereas in the Western and Mid-Western States of Nigeria there was very little difference.

15. But progress has been patchy both as regards enrolment in education and the resources available to it. In giving priority to quantity, planning has tended, perhaps of necessity, to neglect some of the essential steps required to ensure that minimum standards are respected for what might be regarded as an adequate basic education.

16. Wastage of pupils and repetition of grades. A significant weakness which exerts a depressing effect on the efforts of teachers and which inspectors and administrators would wish to see overcome is the wastage of pupils throughout the primary course and the repetition of grades. Here again the rural areas and the deprived urban areas suffer more than the prosperous parts. In Venezuela (Appendix V, paragraph 3) only half of the pupils who entered the first grade of primary in 1966/67 reached the sixth grade in 1971/72; in one province of Pakistan it was estimated that the corresponding proportion was about 40 per cent, and other countries showed a considerable fall in numbers. This wastage can be accounted for by a number of factors, such as lack of motivation and family support, poor attendance because of family duties and the need to earn money, shifting of population, irrelevant curriculum, and particularly in rural areas, where there are a large number of one- or two-teacher schools, the fact that a number of age-groups have to be taught together and that the teachers may not be well enough qualified and trained to do this successfully. As far as repetition of grades is concerned, steps are now being taken in many quarters to overcome this, for example in Nigeria, Peru and Venezuela, by introducing automatic promotion based on continuous pupil evaluation rather than relying only on the annual class examination.

B. TEACHERS

17. In every country steps were being taken to increase the supply of teachers and to improve their training. But in several countries pupil/teacher ratios at primary level remain high, for example ranging in 1972 from 48.5 in Zambia and 42.1 in Peru, where many of schools work on a double-shift system, to 34.0 in Nigeria (average of the five States visited) and significant proportions of the primary teachers in each country are untrained or under-trained for the work they have to undertake. Table 2 indicates the proportions in some countries.

Table 2. Proportions of primary school teachers untrained and/or under-trained

Country		Proportions
Nigeria	(1972)	43 per cent (untrained or under-trained)
Peru	(1973)	38 per cent (untrained)
Venezuela	(1973)	11 per cent (untrained)
Zambia	(1972)	13 per cent (untrained)

18. Strenuous efforts were being made in many of the countries to retrain or upgrade the primary teaching force, especially the older teachers, to enable them to cope with new curricula and teaching methods, but in all cases there appeared to be a significant discrepancy between the size of the effort mounted and the scale of needs, so that retraining and upgrading will remain a problem for some years. In Peru for example (Appendix IV, paragraph 5) the authorities have established a corps of 'trainers', who are distinct from inspectors, to serve in each of the regions. In Zambia (Appendix VI, paragraph 7) one-term in-service courses were being provided in some of the teacher training colleges and at the National In-Service Training College. In Nigeria (Appendix II, paragraph 7) upgrading and retraining courses were being undertaken by University Institutes of Education in association with State Ministries and by inspectors. In Algeria (Appendix I, paragraph 9) there was a national scheme for training the 'monitors' and 'instructors' who constituted nearly a quarter of the primary school staff. It appeared, however, that in several countries the academic background of students now entering the primary teacher training colleges was improving, partly because alternative employment for secondary school leavers is becoming more difficult to obtain. Curriculum reform within the training colleges, restructuring of the pattern to cut out small institutions or to produce larger training units, and improvement in the academic and professional background of the college staffs are all necessary if the increasing number of primary teachers is to be better qualified and trained.

19. The pay and status of the primary teacher in most countries were low, with little financial inducement to assume greater responsibility, such as the post of headteacher. It was not surprising therefore that morale often did not appear to be high, and it was found sometimes (e. g. Pakistan, Appendix III, paragraph 15) that primary teachers sought to supplement their meagre income by taking on additional employment, to the detriment of their teaching. It is realised that primary education is a very labour-intensive service, accounting for a very high proportion of total recurrent expenditure (e. g. Peru, Appendix IV, paragraph 2). Nevertheless, there seemed a strong case for considering financial incentives for successful completion of in-service training and particularly for ensuring that the pay of the head of a school is commensurate with his responsibilities.

C. BUILDINGS AND EQUIPMENT

20. As we have stated in paragraph 12(a), an important precondition for effective inspection is that the buildings and equipment of a school - the whole environment for teaching and learning - should be such as not to hinder the teachers' putting into practice the suggestions and advice that emerge from inspections and in-service training. Very often there was this hindrance. Observation of many schools, both in the towns and in the countryside, revealed that a substantial proportion were overcrowded, with a double shift (or even triple-shift) system in operation especially in the towns (Appendix I, paragraph 6, Appendix V, paragraph 7 and Appendix VI, paragraph 4), and often dirty, in a poor state of repair and unpainted. There was frequently a dearth of books, instructional materials and visual aids. This inhibited attempts to provide more active learning by the children; though one came across teachers who had shown the initiative to overcome these objectives and to construct their own teaching aids from local materials - an important activity for the inspectors to encourage and demonstrate. The result, inevitably, was that teachers relied largely on chalk and talk methods and encouraged rote-learning. In marked constrast, however, were schools for the élite and particularly those schools which had benefited from the supply of books and curriculum materials provided by the agencies responsible for curriculum reform, as for example in Venezuela (Appendix V, paragraphs 10-13) and Zambia (Appendix VI, paragraph 9). In such circumstances an inspector's recommendations were much more likely to bear fruit.

D. CURRICULUM REFORM

21. In all the countries visited reform of the primary curriculum and of the system of examinations was taking place, though at differing rates between different countries and the regions of a particular country. In Pakistan, for example, (Appendix III, paragraph 18) at the time of

the visit, reform was mainly at the planning stage, while in Venezuela and Zambia many of the schools had already been enabled to introduce new courses which are referred to in some detail in the main case studies. In Algeria (Appendix I, paragraph 12) arabisation of the new curriculum for the basic 9-year course was in progress. In all cases the writing and production of new syllabuses and the accompanying books and materials had taken place in a central organisation and was presented to the schools from above. In Venezuela Eduplan, a section of the Central Ministry of Education, produced the curriculum with significantly little participation by the inspectorate. In Zambia it originated from the Curriculum Development Centre, which was associated closely with the Ministry and the inspectorate. The main purpose of the reforms was to enable the pupil to play a much more active role in his own learning and to make the content of the syllabuses more relevant to his or her needs and environment. Their introduction into the schools has, as is stressed later (paragraph 78), influenced the role of the inspector so that he is obliged to check that instructions and procedures are being observed by the teachers. They have also increased the responsibility of the inspectorate for in-service training. At the same time new systems of pupil evaluation have been introduced, often of a complex nature (as in Venezuela, Appendix V, paragraph 12), to replace formal class examination and to ensure that promotion is regular.

E. RURAL SCHOOLS

22. The large number of rural schools with only one or two teachers poses problems both for effective supervision and for the introduction of curriculum reforms. In the North-West frontier Province of Pakistan, for example, 41 per cent of the primary schools had only one teacher and a further 28 per cent only two. The teachers, often poorly housed, work in professional isolation, with exceptional teaching difficulties. Both in Peru and Venezuela serious attempts have been made to tackle this problem by the establishment of rural school nuclei and the appointment of teams of advisers, discussed later in this report, to give close and continuing support to the teachers. The creation of larger primary schools with boarding facilities would do something to ensure that rural children enjoy the same access to education as their urban brothers and sisters. But the fact that highly-trained teachers in certain developed countries are able to teach the primary programme successfully in single or two-teacher schools suggests that a solution of the problem lies in the direction of better teacher training, a generous supply of equipment for individual learning and measures to provide adequate teacher support.

SECTION III - STRUCTURE, ORGANISATION AND FUNCTIONS OF THE PRIMARY INSPECTORATE

A. THE STRUCTURE AND ORGANISATION OF THE INSPECTORATE

23. The first general point to be noticed from the case studies is that one finds either a single national inspectorate based on the Ministry of Education, with its hierarchy of national, regional, zonal and district inspectors, as in Algeria, Peru, Venezuela and Zambia, or, because of the division of a country into states or provinces with a high degree of administrative autonomy, a number of separate inspectorates, as in Nigeria with its twelve State inspectorates and a newly-formed federal inspectorate, or Pakistan with its four Provincial inspectorates but no federal inspectorate. These separate inspectorates have many features of organisation and function in common but there are some variations between them.

24. In several countries changes had been introduced in the pattern of educational administration which in some degree affected the organisation and functioning of the inspectorate. Some of these changes as, for example, in Algeria (Appendix I, paragraph 16) were designed to decentralise control and responsibility for educational development and led to the establishment of a Daira (or District) Inspection Service in that country. This decentralisation meant, as for example in Zambia, where district education officers were being appointed, that the primary school inspectors were required to work closely with the district educational administrators. In certain of the States of Nigeria, e.g. East-Central and Mid-Western, where formerly many of the primary schools were owned and had been administered by the Voluntary Agencies, chiefly the Missions, with their own supervisors, all schools had been nationalised by the State and local school boards established for the efficient functioning of which the inspectorate in the field had a good deal of responsibility. In Pakistan all private schools were nationalised in 1972 and the inspectorate made responsible for their registration. In Venezuela (Appendix V, paragraph 14) as a result of administrative reforms not yet consolidated, the activities of primary school inspectors at the national level were being dispersed in relation to the tasks laid down by the Education Law and a new system whereby inspectors would be controlled by each region was about to be introduced.

25. In paragraph 12(b) above it was suggested that an inspectorate should be so organised that it is able to carry out fully its professional tasks of inspecting and in-service training. The balance maintained between its management and its professional functions is strongly determined by the position it occupies at national and regional levels within the general system of educational administration. Here one finds significant differences. In Zambia (Appendix VI, paragraphs 16 and 17) the inspectorate is a professional service in the sense that in the Ministry the Chief Inspector of Schools, the head of the service, with

his senior inspector colleagues, is the chief adviser to the political and administrative heads of the Ministry on the qualitative aspects of education in the schools. He is consulted in planning but direct responsibility lies with the administrators. Similarly in the field the regional and district inspectors exercise advisory and consultative functions in relation to the regional and district education officers. They inform them about what should be done and the education officers are expected to take the necessary action. By contrast in Pakistan (Appendix III, paragraph 7), there is no chief inspector at national or provincial levels, and, with the exception of one province, the divisional and district inspectors were part of the chain of direct management and control of the schools, as their duties indicate (see Annex to Appendix III).

26. Between these strongly contrasting patterns there are many variations in the structure of the various inspectorates. In Nigeria for example (Appendix II, paragraph 10-14) the Chief Inspector is the Chief Inspector of Education, not of schools. He reports directly to the highest civil service officer in the Ministry. The position varies from State to State. In the Southern States the Chief Inspector of Education has responsibility for planning and is heavily involved in administration. A senior inspector heads the planning and curriculum reform division which is charged with quantitative and qualitative planning. Inspectors undertake duties at regional and district levels which may be purely administrative. In the Northern States the Chief Inspector is consulted on all planning matters but is not directly responsible for planning or control of implementation. The Chief Inspector is directly responsible for curriculum. This division is reflected, broadly, at the district level in the respective duties of inspectors and administrators.

27. In Peru (Appendix IV, paragraphs 10-13), while the Inspector-General is a member of the 'High Direction' of Education and reports directly to the Minister and it is intended that the functions of the inspectorate should be complementary to the political and administrative functions of the Ministry, the inspectorate is in fact an instrument for evaluating and verifying all aspects, both professional and administrative, of the educational sector; at regional level there are four duties of, respectively, inspection and investigation, supervision, audit and administrative control assigned to the inspection office. The second of these duties, in principle, i.e. supervision is the one which includes professional inspection of education. Similarly, in Venezuela (Appendix V, paragraph 20) the duties of the national inspectors appeared to be largely administrative and directed to ensuring that regional and district officers were carrying out their specified duties. In Algeria (Appendix I, paragraph 17) a clear distinction is drawn between the national inspectors general of education, based mainly in the regional capitals, who are not involved in planning and administration, but who are concerned with specialist professional teaching and training matters, and inspectors at the wilaya and daira levels who exercise full control over administration and education in their areas.

28. The above analysis of the organisation of the inspectorate, particularly at national level, suggests that the more the Chief Inspector and his senior colleagues are regarded as professional partners with the administration on the nature and content of education in the schools, concerned with curriculum development, the training of teachers, the provision of books and instructional materials and such services as school broadcasting and libraries, the more able they are to give professional leadership to the inspectorate body as a whole and to plan and control the strategies and procedures of inspection. It would also appear that, where this is the case, the professional tasks of the inspectorate in the field are likely to predominate over those of the management and control of the schools. Also the stronger the structure of regional and local educational administration, the freer the inspectorate to inspect schools and engage in in-service training.

29. The hierarchy of the inspectorate at regional and district levels follows a fairly common pattern though there are variations in organisation and, as might be expected, in nomenclature. The region (or area or zone) is the main unit of administration and is usually headed by an inspector with responsibility for the co-ordination and control of inspection activities in his domain. He is therefore, a key link in the chain of command. In most countries he takes little or no part in primary inspection himself, though in Zambia there is a senior primary inspector in each region who organises and controls primary inspection and takes part in it himself - a system which appears to have distinct advantages. Usually the regional inspector has to undertake a good deal of administration; in Peru (Appendix IV, paragraph 20) for example, it was estimated that he spent between a half and three quarters of his time on administrative duties. The region or zone is usually divided into a number of districts, each with a primary inspector responsible for the day-to-day duties of school inspection.

30. Most primary inspectors are 'generalists' in the sense that they are charged with inspecting most, if not all, areas of the primary curriculum, just as the primary teacher takes his or her own class for most of the time. The main exception appeared to be physical education, for which there were specialist inspectors, and in some cases rural education. In Zambia, however, (Appendix VI, paragraph 25) a number of subject specialists had been appointed for the primary schools, in the first instance to help with the teaching of the various Zambian languages, the standard of which had been low, but later for other subjects such as English, Mathematics and Homecraft. Their main duties are shown in the Annex to Appendix VI. This innovation appears to be successful in strengthening the services of the primary inspectorate; its possible extension to other countries is discussed in Section IV of this report (paragraph 66).

31. The service of primary inspection has been strengthened in some countries in other ways. In Peru (Appendix IV, paragraphs 6-9) the nuclearisation of the school system introduces a new professional group of advisers, the professional supervisory staff of the nuclei,

who are charged with assisting teachers to implement new teaching schemes; it is hoped that when the reforms are completed two specialists will be available for helping the teachers in each of some 900 community education nuclei embracing about 30 schools. In Venezuela (Appendix V, paragraph 19) advisory women teachers (maestras asesoras) provide special help to primary teachers of the lower grades, and women teacher demonstrators (maestras demostradoras) assist the male directors of the rural school nuclei. Both these systems of professional assistance to teachers, especially in the rural schools, merit careful study. In Zambia there are 'senior teachers' or supervisors in the larger primary schools with similar functions, especially for lower primary grades. In Algeria a widespread system of monitors is being introduced. These systems provide a valuable extension to the work of the primary inspectors in providing professional support to teachers. As noted elsewhere (paragraph 75) it is necessary in most countries to strengthen the responsibility of the head of the school for supervising and leading his staff, and the creation within the structure of a body of advisers who can spend relatively much of their time in the school should provide useful support for the creative work of the head as part of the teaching team.

B. THE DUTIES AND ACTIVITIES OF PRIMARY INSPECTORS

32. In some countries, such as Venezuela, the duties of primary inspectors are specified by the Ministry of Education in considerable detail; in others their main duties are expressed in general terms. Where such lists were available, as in certain States of Nigeria, Venezuela and Zambia, they have been annexed to the appendixes to this report containing résumés of the case studies undertaken. A study of these lists shows the range and diversity of the duties which primary inspectors are expected to carry out. It is no simple matter to classify these duties neatly with those which are professional or educational and those which are managerial or administrative in nature. Clearly an inspector in visiting a school may well perform both kinds of duty, for example collecting statistical data or looking into problems of supply of materials or staffing and building problems and in the same visit inspecting the work of particular classes or teachers. But the emphasis put on professional assessment of the work of a school and guidance to the staff, which is stressed in the documents referred to, is conditioned in practice by the range of other duties he is expected to perform. If much of his time has to be spent in what might be described as a 'fireman' function, i.e. investigating complaints or crises as in Venezuela, or in delivering circulars and instructions because of inadequate postal facilities or in collecting and collating statistics, as in Western State of Nigeria or he is involved in salary, pension and leave arrangements and the promotion and transfer of staff as in Pakistan, he is carrying out the routine duties which correspond in some countries to the responsibility of the education officer or his

assistants rather than to those of a professional inspector of schools. In Zambia's 'Notes to primary school inspectors' a pregnant footnote to the list of main functions of an inspector states "The inspector of schools should not become involved with administrative detail. His task is to observe, advise and teach. Above all he is a field officer and must not be desk-bound". But it must be said that in many countries such worthy aspirations appear to lie, in practice, in the field of pious hopes rather than of reality.

33. In Peru the functions of the provincial and sectoral supervisors are both administrative and professional. Although it has been decided that, with the centralisation of salary payments they should spend three-quarters of their time in pedagogical tasks and one quarter in administrative this proportion seemed difficult to apply in rural areas. In Venezuela (Appendix V, paragraph 25) it was noted that many of the duties of the primary inspector were of an administrative nature such as proposing promotions, transfers of staff and sanctioning leave arrangements and he did not seem to be in a position to give detailed pedagogical guidance to teachers, except to assist in vacation courses. In Lagos State of Nigeria (Appendix II, paragraph 18) the assistant inspectors spent about half their time in visiting schools and the remainder on the other duties listed in Annex II to Appendix V; a similar proportion was expected in East-Central State, the rest of the inspector's time being spent in investigation of complaints, collection and collation of statistics, special enquiries, professional advice to School Boards, supervision of examinations, practical tests for teachers in training and in-service courses. Replies to a questionnaire to primary inspectors in Algeria showed that they spent rather less than 50 per cent of their time on professional inspection (Appendix I, paragraph 27).

34 It was not expected that the inspectors could be freed from all administrative duties. In Algeria they did not wish to relinquish many of such tasks. It was found by those consulted in Algeria and in other countries that the best person to investigate complaints and conduct educational enquiries or to advise on probation or promotion of teachers was usually the inspector who was expected to know the teachers in his assignment well. Nevertheless the evidence points to a situation in many countries where district and regional inspectors are so heavily occupied with routine administration and paper work that they cannot undertake systematic professional inspection to the extent that is desirable. Discussions with heads of schools and class teachers and their answers to questionnaires revealed in many cases that they appreciated the services of the inspectors and that they wished for more frequent visits in which inspectors should spend time in the classroom discussing their work with the teachers and indeed in 'Keeping teachers up to the mark'. The visit of an inspector was seen often to lead to material improvements such as the provision of more books or to additional staff being appointed. A particular point mentioned in some replies was that the contact made by the inspector with a parent-teacher association or with other members of the local

community led to an increase in support for the school. As one head put it "They (the inspectors) have geared my entire community to raise the status of the school". On the other hand discussions with teachers revealed that the visits paid were more often concerned with administrative tasks and routine 'checking' in the classroom than with pedagogical supervision (e.g. Peru, Appendix IV, paragraph 18).

35. In some countries, such as Algeria, it is the duty of the inspector to assess and report on the performance of all teachers in his assignment for career purposes. In others this individual reporting by the inspector is undertaken for special purposes, such as promotion or secondment to a training course. A trend however could be detected in some countries, for example Zambia, to give the head of the school rather than the inspector responsibility for routine reporting on the progress of his staff to the authorities, except in special circumstances.

C. THE PLANNING OF INSPECTION ACTIVITIES

36. While the main objectives of primary inspection may be specified at national level, the actual planning of the work is generally carried out at regional or zonal level, and it may happen that at the national level there is no aggregate analysis of the field activities of the inspectorate. For example in Venezuela (Appendix V, paragraph 23) a work plan for zonal and district inspection is drawn up at the beginning of each year, which incorporates the general objectives and details the various procedures to be followed by the inspectors and the heads of schools, such as the compilation of monthly work programmes, training schemes, reports and the statistical information required. Copies of these plans are sent to the national headquarters for eventual assessment. Such plans are evaluated after completion of the work. A similar procedure is followed in Peru (Appendix IV, paragraph 20). Discussions with inspectors, however, often made it clear that monthly plans could not always be carried out through lack of transport or the exhaustion of allowances for travel or because the inspectors had to be diverted to a special enquiry or to deal with a crisis. The efficiency with which records of the 'state of inspection' were kept appeared to vary a good deal between regional and zonal offices and also at Ministry level. It often proved impossible to obtain up-to-date information as to how many schools had been visited for inspection purposes in a particular period and the kind of inspections carried out, as well as the problems which had been noted and their solution.

D. THE PROCESS AND PROCEDURES OF INSPECTION

37. The act of inspection takes various forms according to the historical development and traditions of the various educational systems. In Algeria the form of inspection retains much of French inspecting practice; inspectors visit schools and classrooms mainly to

assess the work of individual teachers in relation to promotion or other possibilities - Nigeria, Pakistan and Zambia on the other hand tend to follow English inspecting practice with a mixture of the full or formal inspection, surveying all aspects of the life and work of the school, and the routine visit of a more pastoral nature. Where handbooks for inspectors exist, as for example the excellent one produced for the use of inspectors in the Northern States of Nigeria, or the 'Notes for primary school inspectors' in Zambia, these give fairly specific guidance in the procedures to be followed and the criteria to be adopted in making assessments. Some countries specify the frequency expected in inspections; for example in the East-Central State of Nigeria an official circular states that "attempts should be made to inspect and report on every school at least once a year", though as noted below (paragraph 47) this frequency was not being adhered to.

38. The basis of the need for the full or formal inspection, where it was to be found, was to provide the authorities and the school itself at periodic intervals with a comprehensive assessment of all its activities, curricular and extra-curricular, and a review of its material resources and needs - as complete a picture as possible - so that the authorities could take any administrative action or provide the material help required and so that the school could be helped to take stock of itself and to set its sights for the future. In the case of the larger primary school such an inspection was carried out by a team of inspectors, according to the size of the school over a number of days; in the case of a small school a single inspector would carry out such a review on a routine visit. Full inspections were usually announced beforehand and planned with the staff of the school and concluded with full discussions with the staff, head and sometimes a local management committee, followed by a written report. Our observation from taking part in a few of such visits and of reading reports was that they were very thorough exercises and relationships between inspectors and teachers were in the main co-operative and harmonious. But there was a tendency for assessment to predominate over constructive guidance. Much of course depended on the skill and experience of the inspectors; to check the school's resources was a fairly straightforward matter but to assess fairly the work of teachers and heads and to make constructive and realistic suggestions called for considerable knowledge of child development, subject-content and teaching method and the inspectors were not always sufficiently qualified and experienced to do so successfully.

39. Such full inspections were taking place less frequently than prescribed. This was partly a matter of shortage of manpower but to some extent an uncritical acceptance of the relevance of recent thinking and practice in certain European countries to national circumstances. Because, to take one example, England and Wales with highly-trained teachers and heads, and ample resources for teacher advice and retraining have tended to move away from the periodic full inspection to less formal and different kinds of visitation, it may not be wise to apply this example too readily in a situation where heads and teachers

are often under-trained, the conditions in the schools often handicap teachers and pupils, and where the need for regular and thorough assessment and help is all too evident.

40. In the more routine visit the inspector did not look at every facet of a school but from his knowledge of the school built up over a series of visits observed particular classes and teachers; or he was concerned with the implementation of new schemes of work and teaching methods where teachers needed particular help or he was following up a previous inspection or an in-service course he had held in the district. Such visits, if regular, did much to encourage staff especially at a time of rapid change in the schools. There was, however, some risk of the inspector being seen by the authorities and by himself mainly as a checking agent, ensuring that the teachers were following instructions and observing norms, and mainly noting faults or irregularities (Appendix IV, paragraph 24).

41. Several countries use standard forms for inspections on which the assessment of the school's activities and performance is marked on a 3- or 5-point scale. Such forms allowed the inspectors to state certain facts about the school for the information of the authorities but did not seem to encourage a thorough and constructive dialogue between teacher and inspector. It is true that where this situation existed, for example in Peru and Venezuela, a structure of teacher advisory services was being developed which partly offset the somewhat routine nature of the inspectors' visits. In other countries the inspector is allowed a wider discretion in the type of report he writes, with guidance from an inspector's handbook where such exists. Several such reports seen ran to considerable length and were very comprehensive. Reports are usually vetted by the regional inspector and copies sent to the school, the local unit of administration and the Ministry. Action on reports, where it was the responsibility of the school, was generally checked by a follow-up visit; where it required administrative action on the part of the authorities this could take a considerable time or not occur at all, depending on the number of hands it had to pass through before a decision was taken, and the availability of money and other resources.

E. INSPECTORS AND CURRICULUM DEVELOPMENT

42. Although there were exceptions, as for example in Zambia, the primary inspectors as a whole appear to have played a comparatively minor part in helping to devise new curricula or prepare curriculum materials. Their responsibility has been mainly to supervise and assist with testing and implementation in the schools. The way they do this depends a good deal on their own knowledge and training, and also on the way a particular course is prescribed - how far, for example, some discretion is left to the individual teacher in the choice of books, materials and methods. Thus in the Northern States of Nigeria inspectors play a part in testing in the schools and in helping

revise a new primary curriculum which is being prepared in the Faculty of Education of Ahmadu Bello University. In the Venezuelan reforms (Appendix V, paragraph 11) the programmes run to about 500 pages for each grade, prescribed in very great detail; and in Zambia (Appendix VI, paragraph 10) the teacher is expected to follow the teacher's handbooks carefully in courses in English, Zambian languages and mathematics, which are highly structured. The tendency, therefore, as noted above (paragraph 40) is for the inspector to be mainly concerned with seeing that the teacher is following the course properly. This may well be necessary in the case of teachers who lack the necessary professional skill and training. But to some extent it may become a rather mechanical task and far removed from the kind of creative inspection of which we have spoken, in which the teacher is helped to think out solutions to his teaching problems and thereby develop his professional skills.

43. In-service training by inspectors. This duty, in the words of one regional inspector we met, is perhaps the most important that inspectors have to undertake. Many good examples were encountered at first hand of inspectors making a useful contribution in this way. In Algeria the general inspectors at national level spend a large proportion of their time doing this. Peru (Appendix IV, paragraphs 5, 9 and 18) provided a range of in-service opportunities through its corps of 'trainers' and the development teams of the community nuclei and provincial supervisors. In the Western State of Nigeria, to take only one example from that country (Appendix II, paragraph 22), primary inspectors in the zones carried out a wide range of refresher and upgrading courses for teachers. A useful strategy noted in some cases, e. g. the regions of Venezuela and East-Central State in Nigeria, was for the Ministry to mount a 'seminal' course for, say, the teaching of modern mathematics for inspectors, staff of training colleges and selected heads of schools, and for them then to act as missionaries by holding similar courses in their own areas. Close association between inspectors and the staff of training colleges in this work, not always to be found, seemed essential, and it was sometimes the case, e. g. in Peru, that the training colleges were not taking part in retraining activities. A valuable type of in-service course was that of the 'workshop' kind in which the participants made their own teaching aids or carried out a survey of the environment, inspectors and teachers together, so all learnt by 'doing' and not merely by talking about what should be done. But to be effective in-service trainers of teachers the inspectors themselves needed plenty of opportunities for keeping themselves abreast of developments, as we note later (see paragraph 87).

44. Other activities. The services of the inspectorate may from time to time be diverted from their normal functions by the national authorities to undertake a particular mission or enquiry as the result of a new policy or plan. In Pakistan, for example, at the time of the study-visit primary inspectors in the cities were being diverted from their normal duties to undertake the registration of private schools,

which had just been nationalised. In Venezuela, the primary inspectors at national level were engaged in introducing new educational programmes for the upper cycle of secondary education, and the fact that primary inspectors were not recognised by secondary school heads caused difficulties; in addition, the strength of the primary inspectorate was dispersed. In Nigeria the take-over of voluntary schools by some of the states and the unification of the teaching profession had involved the inspectorate in additional duties. Such ad hoc uses of the services of the inspectorate are inevitable in rapidly changing educational situations. But it seemed desirable that their professional services should be used from time to time in a more long-term way to investigate, by survey methods and sampling of schools, particular educational problems, such as the teaching of languages or the use of the media in education or pupil-wastage, as a basis for determining priorities or evaluating the effectiveness of curriculum reforms.

45. In the course of our visits we sought to discover to what extent the primary inspectorate was closely associated with such centralised services as school broadcasting, library services, psychological testing and other such units designed to help the schools in their work. Though at headquarters in some countries, certain inspectors had special responsibilities in these fields, at the lower levels the link did not appear to be very strong. It seemed important that the inspectors should be aware of the contribution these services could make to the teaching and learning, and by training be able to evaluate their effectiveness. There were exceptions; for example in Zambia a regional inspector had been most active in helping to provide the primary schools in his area with libraries. In Venezuela inspectors were co-operating in experimental development of library services and the use of new media in the schools. In Nigeria some primary inspectors were writing scripts for schools broadcasts and reporting on the use made of them in the schools. There seemed to be a need to strengthen the systems of internal communication within the inspectorate itself so that those at headquarters kept the inspectors in the field informed of educational developments through regular circulars and bulletins and the part they could play in promoting them. An example of how this could be done was provided by the Chief Inspector in Lagos State of Nigeria who regularly recommended books to her primary colleagues and suggested ways of approaching their work in the schools.

F. THE STAFFING OF THE PRIMARY INSPECTORATE

46. Table 3 shows the respective staffing strength of the primary inspectorates in the six countries visited in 1972 in relation to the number of schools and of teachers for which they were responsible. Only those inspectors actually in post are counted; in some countries or areas of a country there is a difference between the number in post and the number authorised by the current budget.

47. In paragraph 12(e) above it was suggested that one of the

Table 3. Staffing of primary inspectorates

Country	No. of primary inspectors	No. of primary schools	No. of primary teachers	Schools per inspector	Teachers per inspector
Nigeria[1] (4 States)	197	7 055	73 002	37	383
Pakistan[2]	635	40 759	98 632	64	156
Peru[3]	217	20 033	64 002	92	295
Venezuela[3]	206	10 369	51 734	50	251
Zambia[4]	107	2 461	16 024	29	214

1. Mid-Western State, one of the five States visited, was in the process of reorganising its inspectorate and abolishing its primary cadre. Firm figures were not available.
2. Only the assistant inspectors have been included, as the district inspectors mainly have the responsibility for middle schools and for administration.
3. Excluding the professional assistance staff of the community educational nuclei which will eventually total 1 800 persons.
4. The total of 107 inspectors includes 37 who were being appointed at the time of the visit, but had not yet taken up appointment.

preconditions for effective inspection was that the staffing power of the inspectorate should be such as to enable it to make regular visits to the schools for professional purposes. To arrive at a reasonably accurate estimate whether the numbers and ratios shown in Table 3 satisfy this condition one should first look at the frequency of inspections. As noted in paragraph 37 above some countries and states specify a frequency, others do not. Unfortunately 'hard' data of the number and type of inspections actually carried out were difficult to obtain. One can only quote such figures or estimates as were available. In one State of Nigeria, where the prescribed frequency was at least one inspection each year, about 25 per cent of the schools were inspected in 1972; in another State, where the requirement was that the inspectors should spend about half their time on inspection, a group of 8 inspectors carried out inspections (routine or full) of a quarter of the 250 schools assigned to them, though between them they paid over 600 'brief visits' to their schools. In one province of Pakistan 68 per cent of the boys' schools and 44 per cent of the girls' schools (the primary schools and primary inspectorates being single-sex) were visited in 1972, though the nature of the visits was not specified. In one city zone of Peru in 1972, 38 per cent of the schools were visited in the course of a year. Too much emphasis should not be placed on these few examples but the evidence gained from them was corroborated by many discussions with teachers and inspectors - that the primary schools in general were not being visited and professionally

inspected regularly. The main reasons given were that inspection-assignments were often too large, that the duties of routine administration prevented time and attention being given to professional inspection and many visits were in fact mainly administrative in character, that many so-called inspectors were not capable of professional inspection, and that transport and travelling allowances were inadequate for the work.

48. The overall figures given in Table 3 conceal wide differences in the assignments of groups of inspectors in a country and their distribution between the different zones or regions. In Venezuela, for example, the highest ratio (1 to 67 schools and 447 teachers) was to be found in one of the capital city zones, where numbers of inspectors had not kept pace with the rapid growth of education; the lowest ratios occurred in the mainly rural areas, for example 1 to 28 schools and 92 teachers in one such area. But no clear pattern emerges of the principles governing inspector/school teacher ratios. In Peru the distribution of provincial supervisors does not show a sufficient concentration in favour of the rural areas which account for nearly two-thirds of the primary schools and one-third of the teachers. We found, for example, that because of shortage of transport and money, many rural schools had not been visited during the 3 years preceding our visit. This is also true in Pakistan where as shown in Table 3 there are 40 000 schools with 98 000 teachers, very many of the rural schools having only one or two teachers and consuming much travel time on the part of the inspector if he or she is to visit regularly. Also in Pakistan the work load between men and women inspectors was unevenly distributed.

49. In assessing therefore the numerical adequacy of the inspectorates we took into account the expected frequency of inspection visits, in relation to the number of visits paid, the number of administrative duties inspectors had to perform, the geographical distribution of the schools and the time it took to reach them, the various ways of supplementing the inspectors' work through, for example, the grouping of rural schools under one director and the appointment of inspecting assistants, the degree of professional responsibility and training of the head of the school and, finally, the adequacy of transport for inspectors. On these counts, the inspectorate in most parts of most countries is understaffed for regular professional inspection. It was noted that in no case did we find an explicit rationale by which national educational authorities sought to calculate the needs and location of qualified inspectors.

G. RECRUITEMENT, QUALIFICATION AND CAREER PATH OF THE INSPECTORATE

50. In most of the countries primary inspectors are recruited from the heads or senior teachers in primary schools or from the staff of primary teacher training colleges, though in Pakistan and the

Mid-Western State of Nigeria, a graduate qualification was required and teaching experience was usually in a secondary school or training college. Table 4 shows by country the minimum qualifications and experience required, and where available a comparison between the salary of the inspector and of comparable posts in the teaching profession.

51. The procedures applying to posts in the public service are followed in each country. Usually entry to the inspectorate should be on the basis of examination and/or interview with due consideration given to the knowledge, character and previous career of the candidate. The recommendations of the examiners and interviewers, who should include senior inspectors, should be accepted by the authorities. In practice it was found that these criteria were applied in some countries but not in others, where factors of a non-professional nature played a role. Again in some, but not all, countries the newly-appointed inspector served a period of probation, with regular reports on his work being submitted to headquarters by his superior officers in the area.

52. The staffing of the primary inspectorate is determined by the supply of educated manpower in the country and by pay and promotion prospects. In some States of Nigeria, for example (Appendix II, paragraph 24) it was proving difficult to recruit the authorised quota or to retain young inspectors in the service, as the possession of a Nigerian Certificate in Education, the minimum qualification, satisfied entry requirements to a university, and the possession of a degree opened the doors not only to higher ranks of the inspectorate but to other senior posts in the administration. In several countries the primary inspectorate, being a non-graduate cadre, did not offer prospects of promotion to higher grades, though promotion opportunities to the rank of regional inspector were available in Zambia, and in other countries there were various grades within the primary cadre. In Peru and Venezuela the initial position does not represent an incentive to enter the inspection service; but subsequently the differential at regional and national levels becomes substantial. In Algeria, where the inspectors follow an intensive two-year course of training after being appointed, there is a shortage of suitable applicants for salary reasons. Table 4 shows that in these countries the salary of the inspector was above or was likely to rise above that of a primary head.

53. The recruitment of women to the service often proved difficult because of the long hours and the difficulties of travel and staying away from home, especially in rural areas and there were in fact very few women in the primary inspectorates, except in Pakistan, though women teachers were in the majority in the schools. In Pakistan, where there is a separate women's inspectorate, one could not but admire the fortitude with which many of them faced the hazards of travel often in difficult and dangerous country, and in general they had larger assignments than the men because though there were fewer girls' schools, there were proportionately fewer women to inspect them. In Zambia (Appendix VI, paragraph 18) there were only 5 women, mostly for Homecraft, in a corps of 107. Many women, however,

Table 4. Minimum qualifications and experience for a primary school inspector (1973)

Country	Qualifications	Experience/Training	Salary Comparison
Algeria	Certificated teachers with the baccalauréat	2 years training in National Centre for inspectors and college lecturers	Same salary as head of a college of middle education
Nigeria[1]	Nigeria Certificate in Education, i. e. 2 years in Advanced Teacher Training College plus a Grade II Teachers Certificate	5 years in a primary school	Above that of a primary head
Pakistan	B. A. or B. Sc. and B. Ed.	Teaching experience usually in secondary school or T. T. C.	Same salary as secondary school and T. T. C. staff
Peru[2]	Category 1 Teacher	18 years in primary school	Same salary as qualified primary head and class teacher
Venezuela[2]	Trained Head of primary school	20 years in primary school	Same salary as qualified primary head
Zambia	Teachers Certificate and passes in General Certificate of Education examination	5 years in primary school	Salary about a quarter above that of a primary head

1. Mid-Western State to be a wholly graduate inspectorate.
2. Rates for national, regional and zonal inspectors are higher than those considered above, which concern sector, district and provincial inspectors.

were working as teacher/supervisors in the schools. In Venezuela, where the great majority of primary teachers were women, the proportion of women inspectors at district level was small, but there were many working as teacher/advisers (see paragraph 31). In Algeria, a start had been made to recruit women.

H. TRAINING OF THE PRIMARY INSPECTORATE

54. In the main, with the exception of Algeria where, as stated (see paragraph 52) inspectors must follow a two-year training course on appointment, formal initial training opportunities for those recruited are limited. Both administrators and senior inspectors expressed their concern about this. In some cases newly-appointed inspectors got a brief induction course, conducted by senior inspectors; but for the most part training is 'on the job' under the supervision usually of the regional inspector who himself may not have been trained professionally for inspecting work. In Venezuela (Appendix V, paragraph 28) up to 1969 all primary inspectors had to follow a 3-month training course in three successive years at the Institute for Professional Improvement in Caracas but the courses had been suspended since that date. In Peru (Appendix IV, paragraph 22) and Nigeria (Appendix II, paragraph 25) a certain number of shorter induction courses had been provided, in the latter case at university institutes of education. Opportunities, however, for in-service training were more frequent though by no means extensive, and in some cases these had been assisted by UNICEF and other agencies such as the British Council. In Zambia and Pakistan the National In-Service College and the Extension Centres respectively had provided such opportunities; in Nigeria, inspectors with teacher-trainers and teachers attended vacation courses in new developments in primary curriculum at university institutes of education, and here and in other countries, such as Zambia, inspectors were awarded fellowships for the study of school administration overseas, usually in Great Britain. Of special interest are the regional conferences for inspectors held under the auspices of the Commonwealth Secretariat in different parts of the Commonwealth, which have produced some very useful reports on the inspectors' work. But the need was evident for the extension of these opportunities if inspectors were to keep abreast of developments in education, improve their own professional skills and command the respect of the teaching profession.

I. CONDITIONS OF WORK

55. In the view of very many inspectors and also administrators who met in the course of the study-visits the most serious handicap to the efficient discharge of their duties was the lack of adequate transport and inadequate allowances for travel. We were told that planned programmes of inspection could often not be carried through, because

many schools in the countryside could only be reached by four-wheel drive vehicles over bad roads and such transport was either not available or out of service, awaiting repair. Inspectors used their own vehicles, cars or motor bicycles, where they had them and these could cover the terrain, but not all countries helped the inspectors by loans to purchase such vehicles, and running and repair costs were not always covered by travel allowances. One thinks for example of a group of inspectors encountered in one country sitting in an office doing paper work half way through the month because there was no more money for travel. Excuses may not always have been valid, but there seemed little doubt that a service of inspection and training could not be effective until this problem was vigorously tackled.

56. While in one country the senior authorities expressed distrust of offices for inspectors on the grounds that they would encourage inactivity, in general it was accepted that offices were necessary. It was agreed that though an inspector should be primarily a field officer, out in the schools, he is involved in a certain amount of office work, such as report-writing, compiling returns and preparing for courses. Some inspectors work from their homes, others from district or regional offices. Many such offices were visited; some, especially in urban centres, provided good accommodation and reasonable clerical facilities; but in many the accommodation for inspectors was very congested, filing and storage systems poor and secretarial help minimal. It was a matter for surprise that inspectors in these working conditions got through the work they did. In few cases did one find an adequate collection of books and teaching materials to help inspectors in their educational tasks such as advising teachers or preparing for teachers' courses. Though regrettable, it was evident that the general facilities available did not always encourage inspectors to be methodical in their planning and recording of their various activities.

SECTION IV - CONCLUSIONS AND RECOMMENDATIONS

57. In the preceding section we have surveyed some of the main aspects of primary inspection noted in the six case studies undertaken, considering in particular the structure and staffing of the different primary inspectorates and the various duties and tasks they are expected to perform within the general context of primary education as outlined in Section II of this report. Our purpose has been to examine and analyse as far as possible the actual situation as we found it in relation to assumptions made in Section I of this report of the conditions that need to be satisfied if a system of inspection is to be fully justified and to achieve what it sets out to achieve.

58. Before proceeding to draw certain conclusions from our observations and experiences, and to make recommendations designed to help close the gap between the actual and the ideal, it is perhaps worth reflecting whether a service of this kind is necessary at all and how, if at all, it is possible to measure its effectiveness. Our terms

of reference did not include visiting a country if there is one where no system of school inspection and supervision exists, and we cannot therefore draw comparisons. But we believe that some such system is necessary and justifiable in the interest of the most important element in the educational process: the children.

59. An efficient system of inspection can be a valuable instrument in the hands of government in discharging its responsibility for public education - indeed for all education, including private institutions - and for providing a means of professional support for teachers and heads. The better trained the teachers and the more able to exercise full professional responsibility, the less the need for regular inspection of the kind described in this report. But even in those circumstances some form of inspection service is desirable though its functions may be different. As we sought to emphasize, in discussing the purpose and nature of the inspection at the beginning of this report, an inspectorate provides an organic link between the administrative authority at national or local levels and the institutions themselves, living communities of teachers and children. The inspectorate can provide a means of personal communication between the two, transmitting information and advice both ways and helping to ensure that the necessary action is taken to improve the quality of education in the schools. Secondly an inspectorate can from its knowledge and experience of a broad range of education, disseminate creative ideas and practices and help teachers in the process of change and innovation, through visits and in-service courses. It is not the only service to assist teachers in this way, but it is unique in that there is no other body with the privilege and responsibility of visiting many different schools, accumulating experience of what is actually taking place and not just relying on what is said to take place, and contributing, if it is asked to do so, to the planning of education and its reform.

60. To measure the effectiveness of an inspectorate is no easy matter. One criterion is whether, as a result of an inspection service, the teaching in the schools is improving in the sense of meeting more fully the cognitive and affective needs of the child. A second criterion is whether the inspectorate is playing a useful part in the process and progress of education and, in a fact-finding and view forming sense, in its administration. We did not seek in this study to answer the first question, which involves the complex problem of measurement of the impact of formal education together with other influences external to formal education, on the child. We sought to concentrate on the second criterion. Our approach to this difficult problem was through observation, structured discussion and questionnaires. Answers to questionnaires, however skilfully devised, must be treated with a proper degree of caution. The subjective element is strong where any value judgements are concerned and the reaction of teachers or heads to inspectors in general depends largely on the success or otherwise of particular encounters. With these caveats, one can say that appreciation of the services of inspectors was frequently expressed, and where reactions were critical it was because the nature of inspection

was bureaucratic rather than truly professional in the pedagogic sense. Strengths and weaknesses in the operation of the system were revealed by discussions with teachers, inspectors and administrators, by the study of reports and other documents and where possible by direct observation of inspectors going about their job. More complete evaluation could result only from working with a particular inspectorate over a fairly long period of time, and even then the subjective element formed by one's own traditions and practices would play a large part. Quis custodiet ipsos custodes?

A. THE SITUATION IN PRIMARY EDUCATION

61. If education, other than that for the élites is inadequate, inspection is likely to be uphill work but the need for stronger inspecting and administrative services is the greater. The survey of some of the main features of primary education outlined in Section II of this report indicates that there is a long way to go before the precondition for effective inspection suggested in paragraph 12(a) is fully met. Determined efforts are being made in the different countries to resolve the conflict between quantity and quality, caused by shortages of finance and trained teachers. But rapidly increasing enrolments are putting a strain on national resources; many primary schools are poorly housed and ill-equipped and teachers and pupils have to work in congested conditions without the books and materials essential for an enlightened primary education. In many countries contrasts between the richer and poorer urban areas and the town and countryside were striking and there seemed to be a case for positive discrimination in matters of finance and teacher supply in favour of the educationally deprived areas as well as for measures which encourage support for education by the population of those areas. The proportions of undertrained and untrained teachers are being steadily diminished by programmes of training and retraining but there is a long way to go. A feature of all the countries visited is the reform of the curriculum and of the examination system and this, if successfully implemented with the help of the inspectorate and other agencies, should help to reduce the pupil wastage and lack of motivation that were evident. Urgent measures need to be taken, such as are taking place especially in Venezuela and Peru, to help the small rural schools, and the systems of rural nuclei with well-staffed teams of teacher/advisers and demonstrators provide a good example of how this problem might be tackled. But the fact remains that many inspectors, like teachers, are working under severe handicaps, and the inspectorate's contribution must be linked with positive measures taken by the authorities to enable the schools to do better work. This is basically a matter of improving the scope and relevance of planning the development of education so that increases in numbers and reforms of the curriculum are accompanied by certain minimum standards of accommodation, resources, teacher supply and training. Such an improvement requires among other things

that the participation of the inspectorate in the preparation and implementation of plans should be a more regular feature of planning work than appeared to be the case in the countries studied.

B. THE STRUCTURE AND ORGANISATION OF THE INSPECTORATE

62. We have assumed in paragraph 12(b) that the organisation of the inspectorate and the functions it is expected to perform should be such that priority is given to the professional tasks of pedagogical inspection and the in-service training of teachers. Our analysis in paragraphs 23-30 of the structure and organisation of the inspectorate at national and local levels suggests that in several of the countries the service is so organised at national level that in some cases senior inspectors are not sufficiently consulted about the qualitative aspects of education planning which are relevant to the work of the inspectorate in the schools, such as curriculum reform, the training of teachers, the supply of books and teaching materials, etc. In other cases they are so deeply involved in administrative duties, including control of planning which is not properly their duty, that they cannot give their colleagues in the field the professional lead they need nor can they plan and control adequately the strategies of inspection and training. This is often a result of a shortage of highly-trained manpower at the centre.

63. We suggest that the inspectorate at national headquarters should have two main functions: first, to advise the Minister and senior administrators through the 'intelligence' gained from inspectors in the field on the nature and needs of the education provided in the schools and recommend appropriate administrative action; second, to plan and supervise the work of the inspectorate in the field with the aim of improving the work of teachers and heads through criticism, advice and training. This means something more creative than each rank inspecting the rank immediately below to see that it is doing its job. Such an organisation and role presupposes some degree of professional independence so that the inspectorate can give as far as possible an objective and unprejudiced view of things as it finds them and offer advice on educational grounds. We do not think a measure of independence is inconsistent with the fact that the inspector is a civil servant responsible to his Minister and charged with helping to carry out national aims and policies.

64. The functions that the inspectorate is expected to perform are influenced by the pattern of educational administration at the various levels. The pattern varies from country to country according to the degree of decentralisation of authority. In all the countries, we found a trend towards greater decentralisation and local participation. Where this is strong and there is a clear increase of powers at the local levels in respect of decisions relating to finance and administration, the role of the field inspectorate can be to work in parallel

with these units of local administration as a professional service advising the administrators on the state of education in the schools and seeking to ensure that Ministry's general policies are implemented. Where, on the other hand, there is a greater degree of centralisation the role of the inspectorate tends to be more administrative in nature and it is expected to carry out a range of managerial duties. Accordingly, the stronger the position of the regional or local units in respect of the management of their schools the more likely is the field inspectorate to be able to devote its attention to professional and pedagogical duties.

C. THE COMPOSITION OF THE PRIMARY INSPECTORATE

65. The hierarchy of the field inspectorate, which naturally varies somewhat from country to country, is described in paragraph 29. The regional or zonal inspector is generally in charge of a team of primary inspectors based in districts and they carry out the day-to-day duties of inspection, the regional inspector himself having a good deal of administration to undertake, and not himself playing much part in primary inspection. These seemed distinct advantages in the system in Zambia where in each region there was a senior primary inspector controlling and co-ordinating primary inspection, himself taking part in such inspection and knowing the schools and the potential of his colleagues by working with them. A good senior inspector of this kind, as observed, could do much in the training of his younger colleagues. On the other hand the evolution of inspection and advice in Peru, with the creation of a large body of teacher-advisers working at the local level, and the somewhat similar experiences of Venezuela and Algeria suggest that the inspector responsible for the zone or region should seek to plan and co-ordinate inspection, advisory services and teacher retraining activities in his area. We believe that it may be necessary to mobilise all available resources for this task, including inspectors, advisers, staff of teacher training colleges and school heads.

D. SUBJECT INSPECTORS

66. As noted in paragraph 30 most primary inspectors are 'generalists' in that they are required to inspect most, if not all, subjects of the curriculum - the main exception being specialists appointed for physical education. But we noted the recent appointment in Zambia and the Western State of Nigeria of some subject inspectors with special responsibility for certain subjects of the curriculum working with their generalist colleagues; and in Venezuela (Appendix V, paragraph 28) it was thought by national experts that initially 10 subject specialists should be trained for each of the 8 regions. Though in its early days, the innovation in Zambia appears to strengthen the services of the primary inspectorate. A strong argument against moving too far in this direction is that it would tend to emphasize subject divisions in

the primary curriculum whereas the trend in primary education is to minimise such divisions, to stress the inter-relation of the various areas of the curriculum especially for young children and to ensure that basic skills and concepts permeate the whole learning process. The inspector, like the class teacher, should be concerned with the whole education of the primary pupil. Moreover, under a total system of subject inspection at this level, the class teacher would be subject to the ministrations of a whole brigade of inspectors.

67. But the work of the generalist inspector would be strengthened if he could call on expert subject-advice where needed, especially in curriculum development and in-service training. We accordingly recommend the appointment of a certain number of subject-specialists at the primary level. The precise ratio of specialists to generalists must depend on national and local circumstances. There could well be an advantage in the specialist having a small general assignment of schools, so as to keep in touch with all aspects of primary education. Conversely all general inspectors should be encouraged by training and study to develop particular interests and aptitudes.

E. INSPECTING ASSISTANTS

68. In paragraph 31 we refer to the system in Venezuela of appointing advisory women teachers (maestras asesoras) whose task is to give special assistance to teachers in the lower primary grades and also of teacher demonstrators (maestras demostradoras) to assist the directors of rural school nuclei. In view of the particular problems of the small rural school which we have noted frequently in the case studies and in this summary report, we believe that special measures are necessary to break down the isolation in which so many rural teachers work, by the grouping of such schools and the appointment of rural advisers working under the primary inspector. We recommend a close study by all concerned with inspection policy of the systems obtaining in Venezuela and Peru. We also commend other systems, such as the teacher/supervisors of lower primary grades in Zambia, which extend the usefulness of the inspectorate.

F. DUTIES OF PRIMARY INSPECTORS

69. The Annexes to Appendixes I, II, V and VI illustrate the specified duties of primary inspectors in the various countries, showing their range and diversity. Our conclusion, based on observation, study of inspection documents and plans and on discussions as outlined in paragraphs 27-35, is that while the primary inspector cannot be absolved of all administrative tasks, some of which are closely linked with professional inspection, in many countries, these tasks occupy a disproportionate amount of time and prevent the inspector carrying out his more professional duties. We accordingly recommend that as

many of such duties as possible be carried out by non-professional staff, that the administrative and professional responsibilities respectively of the head of the school be defined and adhered to and that inspectors should spend at least two-thirds of their time in professional inspection in the schools and as much of the remainder as possible in in-service training and other professional tasks connected with the schools

G. THE PLANNING OF INSPECTION

70. In paragraph 36 we comment on the various methods of planning the work of the inspectorate observed in our studies. The efficiency and thoroughness of such planning, for which regional inspectors carry a good deal of responsibility, vary a good deal and could be substantially improved in some cases so that the services of the inspectorate make the optimum impact. We think that more attention in general needs to be given to the strategies of inspection. By this we mean the spelling out of the objectives which the inspectorate should seek to achieve, the organisational steps necessary for reaching them and the instruments, including courses, meetings, surveys and enquiries to be employed. The use of the inspectorate's services in conducting educational enquiries into particular educational problems and developments by surveying a sample of schools, should provide information and advice to headquarters leading to action or to the publication of pamphlets or other written documents for dissemination to a wider public.

71. Allied with this development of different strategies is the need, as we found it, to strengthen the internal organs of communication within the inspector body, so that information and advice circulate freely and the inspector in the field, who often works in comparative isolation, is kept fully informed of developments taking place in various parts of the country and of the results of research and also can be assured that action which he recommends to higher authority has been noted and followed up. Closer contact between headquarters and the field may be achieved, for example, by the issue of regular bulletins or memoranda for inspectors and by the formation of panels of inspectors with similar interests who can from time to time exchange views and experiences and if required undertake special enquiries into some aspects of the primary sch

H. INSPECTING AND REPORTING

72. In paragraphs 37-41 we discuss the various modes of inspection and reporting found in the countries. As noted, certain countries retain the practice of the full or formal inspection of all aspects of the life and work of the school at intervals, sometimes stated and sometimes not. There existed some difference of opinion on the value of

such inspections and some feeling that the routine visit of a more pastoral nature was more useful to the schools and less judicial in nature. Our view is that in the existing state of primary education there is a case for this comprehensive exercise, though its procedures should be kept under constant review, and that it should be reinforced by regular visits of a less formal but professional kind. We recommend therefore that Chief Inspectors should determine the desirable frequency of full inspections and take steps to ensure that it is sustained. In the case of the larger primary schools (i. e. those with more than one class in each grade), it would seem desirable, on the basis of the study of the conditions in the schools visited and the views and needs of the teachers that such team full inspections should take place once in three years, and that in the intervening period inspectors should pay at least two routine visits each year to their schools to look at particular teachers and classes and to keep in close touch with developments. In the case of the smaller schools one such visit in three years should be used for a full inspection of the school with a report. The special needs of small rural schools should be provided for, as suggested in paragraph 68.

73. Our observations of inspection in progress and the reading of reports suggest that more thought and research should be given to the methods of evaluating the work in the classroom and the advice given. This is understandably a product of the existing rather low qualifications and training of the inspectors, to which we refer below. The pro forma reports in use in several countries, though useful for conveying information to the authorities, tend to encourage rather perfunctory comment and assessment and enumeration of the negative rather than the positive aspects of classroom work and the school. Careful assessment is certainly necessary and the inspector should know the criteria he is going to apply; but he should provide constructive advice and the opportunity for thorough discussion with teachers about their work. Much help can be given by an inspector on his visits if he takes with him, for example, samples of pupils' work, visual aids and other materials to demonstrate in a practical manner how improvements might be made.

I. IN-SERVICE TRAINING BY INSPECTORS

74. This is an important function of the inspectorate and we have noted in paragraph 48 some of the examples of this work undertaken by inspectors in different countries. Courses may be planned according to a definite strategy for introducing new curricula and teaching methods into the schools. They may also arise from an inspector's observation of work in particular subjects made in his visits to a number of schools. The majority of such courses tend to be of the short 'refresher' kind held at weekends or in school holidays, though, as noted, some inspectors help with longer upgrading or retraining courses. It is, of course, essential that such courses be carefully prepared and followed up, and, where possible, the inspectors should enlist the help of

training college staff and heads or teachers with particular talents. We suggest that at primary level there is much value in the workshop kind of course where teachers are required to undertake a particular piece of work which they could expect their pupils to carry out; for example, painting, model making or other creative activities, improvising from local materials wherever available; carrying out a survey of a school environment to help in the teaching of natural science or geography or using simple apparatus to assist in the teaching of number concepts. Inspectors and teachers in this way would be 'doers' and not merely talkers, and the results would be more likely to lead to more productive teaching.

J. COURSES FOR PRIMARY HEADS

75. We attach special importance to the provision of courses for the heads of primary schools as in our experience many of them have received no specific training for their responsibilities in administration and supervision and many of them are weak in both respects. It should also be mentioned that in certain countries, for example Peru and Venezuela, the head is regarded, and regards himself, as an administrator. It is therefore important that in these countries, but also in other countries the role of the head as a professional colleague and leader should be the subject of study and the basis for training. Accordingly in the following section we set out by way of illustration possible guidelines for the content and conduct of such courses:

76. (a) It is assumed that such courses would be designed to develop the responsibility and capacity of the head for the administration and supervision of his school in all its aspects and to improve his skills in establishing and maintaining good relationships within his school and outside.

(b) The type and duration of such courses would vary with the needs of the participants. Newly-appointed heads would benefit by a substantial induction course to prepare them as fully as possible for their duties and responsibilities. Shorter 'refresher' courses for existing heads would need to take into account their particular needs and problems, e. g. heads of small rural schools or larger urban schools. To be effective, however, such short courses should last for a week or ten days, or a comparable time spread over a longer period.

(c) A leading part in the organisation and conduct of such courses should be taken by primary school inspectors, assisted by the staff of training colleges and institutes of education, administrators, experienced, well-respected heads and other personnel such as advisers.

(d) The structure and methodology of such courses would vary with their aims, which should be clearly defined. It would, however, be desirable to put as much emphasis as possible on group activities and practical sessions, which involve the members in examining and seeking solutions to problems posed by carefully-prepared case studies,

and which provide realistic situations to reinforce theoretical advice and guidance given in lectures. Good documentation would be essential, and provision should be made for evaluation and follow-up.

(e) Such courses might include some or all of the following fields of study:

- Routine administration (including office organisation, accounts, keeping of records, ordering and checking school supplies, etc.).
- Relationships with 'external' authorities, institutions, individuals (e.g. education office, inspectorate, teacher training colleges, secondary schools, parents and members of the school community, representatives of other Ministries).
- Organisation of school work (timetabling, deployment of staff, records of teachers' and pupils' work, promotions and transfers of pupils, examinations and tests, allocation and use of resources and instructional aids).
- Primary school syllabuses and teaching methods in all subjects. Preparation of schemes of work and their implementation. Assessment of work of teachers and pupils.
- Staff relationships (e.g. conduct of staff meetings, delegation of duties, guidance of probationary and untrained teachers, reports on staff, personnel problems).
- Care of buildings, equipment, school gardens and grounds, management of ancillary staff.
- Organisation of extra-curricular activities.
- Career guidance. Contacts with sources of employment.
- Discipline; behaviour problems.

77. The professional development of heads and teachers would also be fostered by the establishment of permanent teacher resource and development centres, based in a training college, or regional inspectorate office or a large school. These would serve as a venue for in-service training and more informal meetings of teachers. They would also be a place where books, visual aids, curriculum materials and samples of pupils' work were collected for teachers to examine and discuss. Such centres would need a full-time director if they were to be properly run. Primary inspectors might be seconded for such duties, but they could in any case, with training college staff, assist in the running of such centres.

K. INSPECTORS AND CURRICULUM DEVELOPMENT

78. There has been relatively little involvement of primary inspectors in the preparation of new syllabuses. This is a pity, as one of the duties of inspectors is to encourage and supervise the carrying-out of the various programmes and evaluating their success, and one would have hoped that certain experienced inspectors who know the

schools and teachers and what they are capable of, would have been seconded to take part with others in writing and producing curriculum materials. To some degree this may reflect on the quality, status and training of primary inspectors. We suggest that groups or panels of inspectors, along the lines advocated in paragraph 71, be given responsibility for investigating certain areas of the curriculum and producing sample syllabuses and schemes, and also for conducting evaluation of new curricula that have been introduced into the schools. Their role in many cases at present seems to be that of checking that the teachers are following instructions and guides. There are undoubtedly many under-trained teachers and even idle ones who need literally keeping up to the mark; but we would hope that the inspectorate had also a more constructive role to play along the lines that we have suggested.

79. Similarly we would suggest that from time to time a particularly talented inspector be seconded to a university institute of education to undertake a piece of research, perhaps as one of a team, on some aspects of primary education where his knowledge and experience of the schools could supplement the more theoretical knowledge of university teachers. He should be in a good position to assist with any field work associated with such research.

L. RELATIONS WITH OTHER EDUCATIONAL SERVICES

80. Primary inspectors in the field are not sufficiently in touch with what other services in the field of education have to offer. We think, for example, of educational broadcasting (TV and radio), school library services, textbook centres, units for the education of handicapped children and psychological testing services - all of which are to be found at the centre in many countries. The problem is certainly one of keeping the inspectorate fully informed about the operations of such services and we have suggested (paragraph 71) strengthening the lines of communication within the inspectorate to this end. But more opportunities should be provided for inspectors to become reasonably expert in one or more of these fields and we have this in mind in recommending (paragraph 66) the appointment of some subject or specialist inspectors for primary education. We think, for example, of the secondment of inspectors for special training in a broadcasting unit so that on return to their regions they could give specialist help to the schools and to their colleagues in the use of the mass media in education; or of an inspector given similar training in the teaching of English as a second language, at home or overseas. It would do much for the morale and prestige of the primary inspectorate if more of such opportunities were made available.

M. STAFFING OF THE INSPECTORATE

81. We have noted a certain reluctance on the part of educational authorities in the countries studied and also in other countries to determine the strength of the inspectorate in relation to the relevant criteria, including growth and change in the system. We recommend that Ministers and senior officials should undertake this exercise as part of their planning. As far as possible we have analysed in paragraphs 46 to 49 the numerical strength of the primary inspectorate in the countries visited and drawn attention to various factors that should be taken into account in assessing what is a reasonable ratio of inspectors to schools and teachers if the schools are to be visited regularly and other duties undertaken. Such factors are the geographical distribution of the schools, particularly the rural areas where journeys are often long and arduous, the load of routine administration that inspectors have to carry, the required frequency of inspections, the special arrangements for extending the services of inspectors through supervisors based in schools or in groups of schools, and the availability of transport. The fact is, as we have stated, that the primary schools are not being visited for professional inspection as frequently as they should be, taking into account the state of primary education as described in Section II of this report. One of the main reasons for this is that in the figures shown in Table 3, the primary inspectorate is understaffed for the duties it should undertake, with quite wide variations in their strength in different parts of a country.

82. In paragraph 72 we recommend that a large primary school should have a full inspection once in three years and that there should be two routine visits paid each year to each school for purposes of professional inspection. We also suggest that an inspector should spend at least two-thirds of his time in professional inspection in the schools, i.e. between 3 1/2 and 4 days a week, according to the length of the teaching week. We therefore recommend that to reach this frequency and to carry out a full programme of in-service training countries should specifically consider a target of 1 inspector (including assistants and subject specialists) to about 100 teachers in predominantly rural areas and 1 inspector (with similar assistance) to about 150 teachers in urban centres. We appreciate that certain variables will affect such ratio upwards or downwards. The important thing is that authorities should give thought and planning attention to this problem and that there should be enough inspectors to do the job properly.

N. RECRUITMENT AND CAREER PATH

83. The varying patterns of recruitment and of the necessary qualifications are shown and discussed in paragraphs 50-53. The primary inspectors are mainly selected from primary heads and have non-graduate qualifications, except in Pakistan, which has a wholly

graduate inspectorate. The minimum academic qualifications and training are not high for the professional duties they should undertake or giving the lead that is necessary. It is not to disparage the valuable contribution being made by many primary inspectors in the different countries to say that, to win greater confidence and respect both from the authorities and the teachers, the primary inspectorate should be better qualified and better trained.

84. The career prospects for most primary inspectors are very limited and the salary in some countries is not likely to attract very able people. Indeed in two countries the primary inspector is on a level with the head of a primary school. Consequently in some countries it is difficult to fill authorised vacancies.

85. To strengthen academic qualifications and to increase the career prospects we recommend reconsideration of salary scales in some countries. We also recommend more opportunities for primary inspectors to work for a professional degree, if not full-time by secondment, then by correspondence together with vacation courses over a period of time. The acquisition of a degree should not necessarily mean that the primary inspector moves away from this service. There should also be within the primary inspectorate grades offering greater responsibility, reached by meritorious work and rewarded by higher salary scales.

86. In most countries the division between primary and secondary inspectors is very marked, and in certain countries structural reforms which combine the first cycle of secondary education with primary in a basic education course have created some problems. We believe this division is too absolute, and that there are advantages to be gained by the same person, especially subject inspectors, inspecting the lower forms of secondary schools and the upper classes of the primary school. In any case both cadres should be fully aware of the nature of the work at both stages.

O. TRAINING OF THE INSPECTORATE

87. Opportunities for serious and thorough training for inspectors before they take up appointment are lacking in most countries, Algeria being the exception in requiring a two-year induction course. Though opportunities for in-service training, as described in paragraph 54, are more extensive and certainly valuable, we are convinced, as were many administrators and senior inspectors with whom we spoke that a sound induction course was necessary if the intellectual and professional quality of the primary inspectorate was to improve and inspection to achieve more than it does at present. Accordingly in the following section we offer as an example for consideration a possible framework and content of such a course.

88. (i) Aims

- To prepare them as fully as possible for the professional duties they are expected to undertake.

(N.B.: need for a well-defined job description).
- To familiarise them with current thinking and practice in the field of primary education.

(ii) Structure

'Sandwich course':
- Education and training in the university institute of education/extension centre/in-service college, followed by
- period of field work under supervision of experienced inspectors, followed by
- conference/seminar for discussion and evaluation of experiences gained and problems encountered.

(iii) Duration

About six months:
- three months' initial training.
- three months' field work.
- one to two weeks' 'follow-up'.

(iv) Staffing

a. Senior inspectors

b. Staff of institute of education, etc., with as needed:
   - senior administrators (Ministry and regional).
   - staff of curriculum units.
   - staff of other educational services (e.g. mass media, psychological services, library services).
   - experienced heads of schools.
   - staff of teacher training colleges.
   - lay members of the community (e.g. members of parent/teacher associations, chairmen of school boards, local councillors, etc.).

(v) Methods of training
- minimum of lectures;
- major emphasis on seminars, group discussion, workshop activities;
- demonstration lessons by staff for discussion and criticism;
- observation and appraisal of work in neighbouring schools;
- 'micro-teaching' by members of course;
- case studies based on inspectors' day-to-day work;
- writing of reports, notes, letters, etc.;
- preparing teaching aids from local materials;
- drawing up schemes of work;
- setting of examination questions and tests.

(vi) Content of initial course

a. Role and duties of the primary school inspector
   - Modern concepts of inspection and supervision.
   - Place of the inspector in the educational system. Study of relationships with teachers (especially heads), administrators, staff of teacher training colleges,

other educational services, the general public and school community.
- Types of inspection and their procedures.
- Techniques of evaluation applied to all aspects of the work, environment and activities of the primary school and assessment of teaching performance.
- Guidance and counselling.
- Report writing.
- Planning and conduct of in-service courses of all kinds.
- Other activities of the inspector, e.g. organising school competitions, producing notes and aids for teachers, interviewing, selecting books, devising tests and setting examination questions, assessing school practice of students.
- Organising office work, preparing inspection programmes, keeping of records, etc.

b. Developments in primary education
- Study of child development and sociology of the school.
- Study of curriculum reform and teaching methods in all the subjects of the primary school curriculum.
- Class organisation and management.
- Class environment, organisation and use of teaching and learning aids, class libraries, etc.
- Project work.
- Pupil evaluation and keeping of records.
- Use of mass media (radio, TV, etc.) in education.
- Preparation of schemes of work, teaching notes, etc.
- Organisation of extra-class activities.
- Communications within the school, staff meetings, etc.
- School community relationships.

89. We have referred in paragraph 37 to some examples of handbooks prepared for the use of inspectors. We believe that such handbooks can provide very valuable guidance to inspectors in carrying out their work and also to the heads of schools. We therefore recommend that all countries should produce such a handbook to suit their own circumstances and philosophy about primary inspection. In the following section we enumerate the possible chapter headings of such a handbook.

90. Suggested outline for a handbook for primary inspectors

1. The inspector's role and his place in the educational system.
2. Principal duties of the primary inspector.
3. Types of inspection and their procedures.
4. Methods of assessment and evaluation.
5. Inspection criteria in respect of:
   - general school administration;
   - pupils;
   - staff;
   - buildings and grounds;

- equipment;
- school organisation and curriculum;
- class management and environment;
- individual subjects;
- extra-curricular activities;
- school/community relationships;
- boarding arrangements (if any).

6. Reports and follow-up action.
7. In-service training of teachers.
8. Other activities of the inspector.
9. Office duties and organisation of work.
10. Any other appropriate appendixes.

91. There is always the risk that inspectors like teacher trainers may become remote from the actual teaching of children in a classroom. We recommend that countries study the feasibility of introducing a scheme whereby primary inspectors return to classroom teaching at intervals.

P. CONDITIONS OF WORK

92. In paragraph 55 we draw attention to what many inspectors consider the most serious handicap to the efficient discharge of their duties - the lack of adequate transport and insufficiency of funds for travel. Inspectors are encouraged to use public transport where this is available or their own vehicles. But we found that many inspection programmes could not be fully carried out because there was no vehicle available to take inspectors over difficult country. One is tempted to say that better no inspectorate than one that cannot reach the schools and sits in offices doing administrative work. The problem is a hard one to solve completely; there will always be difficulties in particular areas, especially during the wet season, and the uplands of Peru or the North-West Frontier Province in Pakistan will always pose such difficulties. Nevertheless we think that the education service should have equal priority with other services, such as agriculture, in having helicopters or four-wheel drive vehicles available for difficult journeys and the money necessary to run and service them. Inspectors should also be assisted with loans to purchase their own vehicles and the funds to run them for official journeys.

93. In some areas housing for inspectors is deficient and they are forced to live a considerable distance from their school district, thus impairing their efficiency. As with transport we think that inspectors should have equal priority with other services in being provided with an official house, which can often serve as their office.

94. Finally, much more should be done to provide inspectors with adequate office accommodation and clerical facilities to enable them to carry out necessary office-work expeditiously and efficiently. Also, at least at regional headquarters and if possible at district level, there should be a library of books and journals and copies of all textbooks

and curriculum materials in use in the schools. The more the inspector has the opportunity to keep abreast of educational thinking by study the more capable he will be of giving the professional lead which justifies the existence of an inspection service.

Appendixes

APPENDIX I

Primary school inspection in Algeria

A. INTRODUCTION

1. This case study deals with the organisation and operation of the primary school inspectorate in Algeria, in the light of the educational developments and reforms planned and being carried out since independence in 1962. Three main factors affect the organisation and content of education and hence the role of the inspectorate both as part of the general system of administration and as an agency for educational innovation. These are, first, the progressive Arabisation of the school system; second, the extension of educational opportunity; and third, decentralization of authority leading to greater participation by local communities in the management of their schools.

2. The study accordingly examines first the existing educational situation in Algeria and the extent to which planned objectives are being attained. Second, it reviews the organisation and functions of the inspectorate and the likely impact on the factors referred to above.

B. THE PRESENT ORGANISATION AND OPERATION OF THE EDUCATIONAL SYSTEM

3. At independence Algeria faced a massive task of reconstructing and extending a system which had fallen far short of objectives formulated in 1944 to achieve universal school attendance within twenty years. Buildings destroyed in the war of independence had to be rebuilt, a large number of teachers to be recruited to teach in French and in Arabic (following independence some 20 000 French teachers left the country) and curricula and timetables to be revised. The schools were to become more democratic and to generate an authentic national culture, and scientific and technical studies were to be given greater emphasis in the curriculum. The teaching of Algerian history and geography was reformed; civics and religious instruction were included in all curricula, and in the first two years of the primary school Arabic became the medium of instruction - the French language being introduced in the third year.

4. The Primary school course now extends for six years, beginning at the age of six, with an additional year for pupils completing their formal education at this stage. Up to 1971 the normal route for the minority qualifying for post-primary education was into the first cycle of the secondary school (lycée) and the majority of the pupils following this route were from well-to-do families. But parallel with this first cycle were some Colleges of general education. The major reform in the structure of school education came in 1971 through the establishment of colleges of middle education for pupils in the 11-15 age-group to replace the general colleges and to provide more children with full-time education of a vocational or general nature. In their first year at these colleges pupils are oriented either to a general course or to technical or to agricultural education; and on completion of their course they are awarded a certificate indicating the option followed. These institutions of middle education are achieving an autonomous status vis-à-vis both primary and secondary education; enrolments are increasing rapidly to meet the pressure from the primary schools; the polytechnical nature of the education provided is preparing students for a wide range of employment; and at the same time access is being restricted to the second cycle of secondary education in the lycées, which provide a three-year course in arts, science, mathematics or technology, but for whose leavers jobs are relatively scarce. The establishment of these colleges of middle education has perhaps been the most signal achievement of the 1970-73 Four-Year Plan for Education. They appear to have been very successful in breaking down the very hierarchical and compartmentalised structure of education, and extending educational opportunity to many more children.

C. ENROLMENT

5. Before 1962 only 20 per cent of Algerians of the relevant age-group was enrolled in primary schools. The following table illustrates the expansion that took place in the following decade:

Year	Primary schools	Middle and Secondary schools	Technical schools
1962-63	777 636	51 014	18 568
1972-73	2 206 893	332 318	55 618

Thus the number of pupils in primary schools increased threefold; in middle and secondary schools more than sixfold. The growth rate of primary school enrolments is stabilising while that of middle and secondary schools is increasing rapidly. Numbers of technical schools are declining. The national average enrolment rate in 1973 was 66.5 per cent, but with a marked variation between different regions and also between boys and girls.

D. DOUBLE-SHIFT SYSTEM

6. The demand for education has put heavy pressure on limited accommodation and the country has had to adopt a double-shift system in many areas. There are some variations in the system, determined by the distance pupils have to travel to school, but each group gets four hours of instruction daily on six days a week and teachers are expected to teach for 24 hours a week with an additional six hours for athletic or cultural activities. This system, though reducing the time available for formal education, has in fact meant more time for the study of Arabic, for cultural leadership and for adult literacy classes.

E. REPETITION OF CLASSES

7. An important objective of the 1970-73 Plan was to increase the efficiency of the educational system by reducing repetition of classes by pupils through a system of annual promotion based on continuous assessment and the use of record cards. Unfortunately this scheme has not yet been adopted in the schools.

F. TRAINING OF TEACHERS

8. The initial training of primary and middle education teachers takes place in the Technology of Education Institutes (replacing the former teacher training colleges) - 5 of these training about 1 500 teachers a year for middle education and 19 enrolling about 6 000 a year, on a one- or two-year course (according to educational qualifications) for the primary schools. The 1970-73 Educational Four-Year Plan forecast a need for training 15 800 primary teachers in this period, but by 1973 only 6 000 in all (37 per cent) had been trained. Primary teachers should theoretically possess the 'baccalauréat' which is the equivalent of the Certificate of Educational Proficiency (CAP), but the majority of those holding this qualification proceed to a university or into one of the national companies. Alternatively they should possess the first and second parts of the 'brevet supérieur', prepared for by correspondence courses, T.V. and radio in the National Centres for the Extension of Education.

9. The primary schools are also staffed by monitors and instructors. The former, which constitute nearly a quarter of the primary school teaching force, being mostly Arabic-oriented, are still being recruited to cope with the Arabicisation of the first two years of primary school. They become 'established' at the age of 40, with a minimum of five years' seniority and after inspection, and they must undergo a substantial course of in-service training; the 1970-73 Plan forecast the need for retraining 15 000 such monitors but by 1973 this was behind schedule. Instructors also must undergo in-service training through evening classes to prepare them for the Certificate of General or Middle Education and for an

examination in teaching, organised by the Ministry of National Education. Both categories, monitors and instructors, must attend weekly courses in education provided by the inspectorate. Indeed all primary teachers are engaged in these in-service training activities, either as students or instructors, representing a massive national effort to upgrade the teaching force.

G. SCHOOL BUILDING

10. Success in meeting the Plan targets for school building was very limited. Construction rates lagged considerably because certain administrative, legal and technical measures provided for in the Plan were never taken. Many institutions planned for this 1970-73 period were never built.

H. THE MAIN GUIDELINES FOR THE DEVELOPMENT OF ALGERIAN EDUCATION 1974-85

11. This document, produced by the Ministry of Education in 1973, was intended to stimulate thought on the main directions in which the development of education should proceed through three successive four-year plans. The ultimate political goal is the creation of a socialist Algerian society through industrial, agrarian and cultural revolutions. The three key notions related to the cultural revolution which should guide the development of Algerian educational institutions are (a) arabisation, (b) democratisation, (c) scientific and technical orientation.

I. ARABISATION

12. In ideological terms this means recovering the heritage of Arab-Islamic civilisation and re-establishing the national identity of the Algerian people. In more concrete educational terms it means the development of Arabic as the language of instruction in the schools and arabisation of the curriculum, particularly in the social subjects, such as history and geography. Already instruction in the first two years of the primary school is in Arabic in all subjects and arithmetic is taught in the language from the 3rd to the 5th year. The curriculum has also been arabised in the literary section of the first cycle of secondary education and in the social subjects in middle education. More Arabic-oriented teachers are being recruited and trained. In the last few years many older school principals and inspectors, sympathetic with the former traditions, have retired and been replaced by younger teachers and officials responsive to these changes and a thorough-going Algeriarisation of the school system. But these developments have taken place not without public controversy and the question still remains to what extent the system should encourage bilingualism - especially

because of the need to give more prominence to science and technical subjects. The teaching of French still proceeds on rather traditional lines and has, as yet, found neither appropriate methods nor teachers competent to evolve an approach well adapted to a new situation.

J. DEMOCRATISATION

13. Here the goal is to eliminate elitism and compartmentalisation in the system of public education. This means making formal education beyond the primary schools available to many more children and also increasing the opportunities for young people and adults to continue their education outside the formal system and for eradicating illiteracy. It also implies that the restoration of national culture and the arabisation of education should go hand in hand with a concern to create a technological humanism. Hence the emphasis placed on polytechnical education in the reforms being undertaken. To translate these somewhat abstract goals into specific technical objectives calls for realistic programmes of action. In order to make the best use of available educational resources, studies are being undertaken on the standardisation of methods of school construction and the manufacture of school furniture and equipment. Closer supervision is being exercised over the double-shift system in order to make the optimum use of the teacher's services. With a view to making more rational use of educational time, the duration of the various cycles of education and the subdivision of the school year are being re-examined. Pupils are being encouraged to undertake fund-raising as a source of income for their schools.

14. Some entirely new measures are also being introduced. The most significant of these is the establishment of a common basic education of nine years for all children. As from 1974 there will be a regular transition from the sixth year of the primary school to the first year of middle education - covering about 80 per cent of the pupils - the duration of middle education being reduced from four to three years. The curriculum will become increasingly polytechnical with emphasis on observation, experiment, manufacturing and production - certain pilot schools being selected for curriculum trials. The Ministry of Education will assume legal control over all privately-run pre-school education and it is hoped to establish a network of remedial institutions for handicapped children. It is also hoped to set up special schools for gifted children, in mathematics, science and languages. Continuing education will be provided by evening classes and retraining sessions established under the aegis of the National Literacy Centre and the National Centre for the Extension of Education.

15. In considering educational strategy for the next decade, 1974-85, it would appear that the development of middle education will have key priority and national resources will need to be concentrated to this end. The training of teachers for this stage and also of the staff required for inspection, management and administration will assume increasing importance. It seems that the place for foreign co-operation will be at

the stage of technical preparation and of 'high-level' training and not in direct intervention in planning or in the implementation of reforms in the field.

K. DECENTRALISATION

16. The democratisation of the educational system is closely linked with the more general move towards decentralisation of political and administrative authority taking place in the country. The various ministries, such as agriculture, public works, development and education, are being reorganised, to operate at sub-prefecture (daira) level, as well as at prefecture (wilaya) level - thus making it possible for decisions to be taken locally, rather than hierarchically, within the context of general government policy. A feature of this decentralisation, discussed more fully in the next section of this summary, is the establishment of a Diara Inspection Service (DIS) for primary and middle education.

L. THE ORGANISATION AND FUNCTIONS OF THE INSPECTORATE - NATIONAL LEVEL

17. In 1973 there were 50 Inspectors General of Education, based mainly in the regional capitals, of whom 5 (2 French-oriented and 3 Arabic-oriented) were responsible for primary and middle education. They come under the direct authority of the Minister of Education and are usually highly qualified academically. Their main functions have been to assist in the work of educational development throughout the country through, for example, service or various commissions, and to inspect and control teaching and administrative staff within their own specialist field, in the various institutions and external services under the Ministry. But their responsibilities are being extended, particularly towards the in-service training of teaching and administrative staff and the re-organisation of the various cycles of teaching. With this increased emphasis on training the traditional modes of inspection and reporting, such as the awarding of a numerical mark to the individual teacher based on his classroom performance and behaviour, are being increasingly brought into question. In 'inspecting the inspectors' the Inspector-General is becoming concerned with their capacity for organising and encouraging the retraining of the teachers for which they are responsible rather than judging them largely on the number of inspection reports they send in and the teachers they mark. He is however still heavily involved in the organisational problems of the area of education for which he is responsible.

M. PREFECTURE (WILAYA) LEVEL - 'ACADEMIE' INSPECTOR

18. As in the French system, the Académie inspector represents the Minister in the prefecture and his authority extends over all institutions of primary, middle and secondary education. He controls the administrative staff of the inspectorate, all inspectors of primary and middle education and also of technical and agricultural education, and the various counselling services. In 1971 the académie inspector was officially appointed Director of Education and Culture for his wilaya. As such he is expected to work in close association with the Project and the Executive Council of the wilaya and its various commissions and committees. In consequence, he is less personally concerned with the direct administration and supervision of the educational personnel under his authority, this authority being delegated to a number of sub-directorates for such areas as school organisation, examinations and teacher training.

N. SUB-PREFECTURE (DAIRA) LEVEL

19. The elementary and middle education inspector (a term now replacing that of primary inspector), working under the direction of the académie inspector, is responsible for the teaching and administrative staff in the daira to which he is allocated. There were 274 such inspectors in 1973, of whom 249 were in the Daira Inspection Service. They are recruited from candidates who have passed all the tests for the Certificate of Educational Proficiency for the inspectorate and teaching posts in teacher training institutions. They are 'established' after a two-year period of training, on the recommendation of the académie inspector, who allocates them to their daira, and after receiving a favourable report from the Inspector-General. In addition to the elementary and middle education inspectors there are in the dairas inspectors of technical and agricultural education, school and vocational guidance, youth and sports - each specialist group working under the académie inspector and the appropriate Inspector-General for that specialisation.

O. ORGANISATION OF THE ELEMENTARY AND MIDDLE EDUCATION INSPECTION SERVICES (DIS)

20. In the former structure of the 1960s each sub-district was headed by either an Arab-oriented or a French-oriented primary inspector who was administratively responsible for all the teachers in his sub-district, whether French or Arabic-oriented, but professionally (or educationally) inspected only those teachers in his language in his own sub-district and also in one or more neighbouring sub-districts. This overlapping system, based on language differences, inevitably led to problems and conflict, as each teacher was administratively subordinate to the inspector for his

sub-district but might be professionally subordinate to an inspector from a neighbouring sub-district. There were however exceptions where sub-districts were headed by bilingual inspectors, and it was hoped eventually to achieve complete bilingualism in the inspecting system. In 1971-72 the Daira Inspection Service was established on an experimental basis (see paragraph 16 above), theoretically comprising in each sector a team consisting of one administrative inspector assisted by one French-oriented and one Arabic-oriented spector. But this 'troika' exists in only a few sectors and its extension has been limited by shortage of suitable officers. Where it exists the administrative inspector has been torn between his administrative and professional duties, usually to the detriment of the latter. A further handicap to the development of this team-system has been the growth in the size of the sub-districts and in the number of teachers, with no corresponding increase in the number of inspectors. An added problem is that the administrative inspector, who is usually French-oriented, is superior in the hierarchy to his two colleagues; and, as in the former system, school principals and teachers are uncertain to whose authority they are subject.

21. In general, collaboration between French-oriented and Arabic-oriented inspectors is not of a high order; though there are cases where mutual understanding and respect prevail. The cohesion and exclusiveness of the French-oriented inspectors are largely due to the fact that they have all been teachers or counsellors, with the same basic training. Their Arab-oriented colleagues have a different background and tradition. The following establishment of a new corps of inspectors for middle education only does not seem likely at first glance to resolve the present problems affecting relationships between the different branches of the inspecting service.

22. A reform has been introduced in the Algiers wilaya which will establish in each sub-district of that wilaya a unit of administrative and educational inspectors with distinct responsibilities. The former will be mainly responsible for all administrative matters affecting teaching staff, the organisation of schools, school building, statistical work and surveys, and examinations. The latter will be responsible for the professional inspection and grading of teachers, approval of timetables and syllabuses, in-service training and other professional duties. Each unit should ideally contain four inspectors - one administrative, two Arabic-oriented (as the number of Arabic-oriented teachers is in the majority) and one French-oriented; but shortage of recruits to the inspectorate may make it difficult to achieve this number. Moreover the hierarchy and respective functions of the various members of a unit are not very clearly defined and there are still dangers that the new system may be cumbrous and contentious. The main case study illustrates the organisational changes outlined above in a detailed study of one daira in the Algiers wilaya.

P. FUNCTIONS OF THE ELEMENTARY AND MIDDLE EDUCATION INSPECTORS

23. These functions may be classified under the three broad headings of administration and management; evaluation; training and leadership. They should be considered first under the traditional system based on the former French philosophy and methods of school inspection, and secondly under a new or reformed system which is still evolving in Algeria.

24. In the traditional system the specific administrative duties of the inspectorate can be broadly divided into those of information and management. These are summarised in Annex I. The function of evaluation is carried out in relation to curricula and academic standards and in relation to pupils and teachers. Pupil evaluation is based on the academic results achieved by the pupils in the light of the curricula they have followed and the standards expected. Evaluation of the teacher involves two aspects. The first (e1) is a reflection of the evaluation of the pupils. If the latter perform according to an expected norm, the teacher is automatically evaluated. The second (e2) concerns the teacher's own professional behaviour and performance in the classroom; he is 'marked' in relation to a putative model (e.g. preparation of lesson, conduct of lesson, state of classroom, etc.). Inspection of the teacher (selective inspection) is thus based on the assumption that there is a relationship between the teacher's professional behaviour and performance and the pupil's achievements - discrepancies being measured a posteriori. As regards the functions of training and leadership, these in the traditional system have tended to be sacrificed to selective inspection and evaluation. And in the traditional system this has meant a lack of common purpose between the inspectorate and the teacher trainers, the former being mainly concerned with evaluation and teacher-rating, which are the main determinants in the teacher's career; while the latter have been more concerned with training and innovation.

25. In the new or reformed system the functions of administration and management are retained (though, as noted in paragraph 22 above, an attempt is being made in Algiers to create two distinct cadres of inspectors - administrative and educational). But these functions are discharged somewhat differently as the system and authority become more decentralised; school principals begin to play a larger part in the training and supervision of their staff; working groups at local level take more responsibility for decision-making; and there is more contact between the inspector and the local community on educational matters. Thus the inspector's managerial role, while he retains his legal responsibilities, is more directed towards facilitating the necessary resources for the schools and helping to develop the teacher's autonomy and initiative. This shift is closely linked with changes in the function of evaluation. That based on the teacher's classroom behaviour (e2) gives way to that centred on the pupils' performance judged against their initial competence rather than on any fixed standard. He is no longer to be assessed subjectively according to some model behaviour

or methodology but more on the degree of initiative and expertise shown in a more child-centred situation. Such a change in the process of evaluation means devising more precise instruments for measuring the progress of the pupils and assessing the contribution made by the teacher in assisting and monitoring that progress. As the inspector's function of evaluation changes, so there is less conflict between this and his training and leadership function than in the traditional system. The teacher is encouraged to discuss his work more freely and confidently with the inspector, who is there to promote development and assist in finding solutions to problems. The inspector becomes more concerned with evaluating the school as a whole and not merely inspecting individual teachers, though he still retains the obligation to give the individual teacher a mark for administrative and career purposes.

Q. OPINION POLL OF TEACHERS AND INSPECTORS

26. The main case study contains the results of questionnaires administered to groups of primary teachers and inspectors about the nature of inspection and inspectors. According to the teachers they were visited usually once a year and occasionally more often. They were observed teaching several lessons and inspection usually involved scrutiny of lesson plans, class records and written work, and some questioning of pupils. There was usually a discussion between teacher and inspector concerning teaching methods resulting in advice and recommendations. Most teachers seemed aware of their deficiencies and wished to be visited more frequently. The teachers rated 'understanding' as the most important quality of an inspector, followed by competence and courtesy. Agreement was virtually unanimous that an inspector's educational role was all-important and his administrative duties of marginal importance. Most were content with the existing teacher-inspector relationship and the present form of inspection (i.e. selective inspection of the individual teacher). Above all, they looked for professional advice.

27. According to the inspectors (mainly working in urban or semi-urban areas) a distinction had to be made between those teachers for whom they were administratively responsible and those for whom they were educationally responsible. The total number to be inspected by each inspector in the sample varied between 350 and 500. On average they carried out 100-120 inspections of individual teachers in the course of a year, spending not less than 2 hours with each. The total proportion of their time devoted to professional inspection as opposed to administrative duties varied between 30 and 60 per cent. They followed the traditional pattern of selective inspection of individual teachers with no overall evaluation of the whole school. They were most attracted by their function of evaluation and least by their administrative and training functions. The former at certain times of the year occupied up to 80 per cent of their time; but though they thought that administrative duties played too large a part in their work, they were, paradoxically, very reluctant to shed many such duties. The majority thought

inspectors should specialise either as administrators or educational inspectors. It seems fairly clear from this sample of replies that there is a long way to go before the changing modes of inspection and changing functions of the inspector, envisaged in a reformed system (paragraph 25), become a reality.

R. STAFFING OF THE ELEMENTARY AND MIDDLE EDUCATION INSPECTORATE

28. (a) 249 elementary and middle education sub-district inspectors (113 French and 136 Arabic-oriented).
(b) 25 elementary and middle education detached inspectors;
(c) 17 middle education inspectors.

The theoretical inspector/teacher ratios are:

Urban	-	1 : 300
Small town	-	1 : 250
Rural	-	1 : 200
Saroua	-	1 : 100/150

The actual inspector/teacher ratios for primary schools are difficult to determine as a separate middle education inspectorate is being established.

S. SALARIES AND CONDITIONS OF SERVICE

29. The inspectors receive the same salary as principals of colleges of middle education. There is little inducement for a teacher in a lycée with a bachelor's degree to become an elementary and middle education inspector, as he is on a higher salary scale and is required to teach only 18 hours a week. Inspectors are entitled to travel allowances, calculated according to the power of their cars; but these allowances are said to be inadequate, and by the end of the month of May inspectors, especially in rural areas, are said to have completely used them up. Appropriations for the operation of the inspectorate rose by 125 per cent in 1972, and the discrepancies between actual costs and appropriations have been increasing for some years. The inspectors are usually well-housed but often lack adequate office facilities and equipment. They are usually assisted by educational counsellors, responsible for the training of non-established teachers and the administrative work of the office, and by one or more secretary-typists.

T. TRAINING OF INSPECTORS

30. A national centre for the training of primary school inspectors and the staff of teachers training colleges was established in 1966. They are prepared by a two-year course for the Certificate of Aptitude (CAIP-DEN) covering such studies as psychology, pedagogy, school

administration and law. The centre is open to certificated middle and primary education teachers who possess the bacclauréat. It has a highly qualified staff and an excellent library. Since independence 120 inspectors have been trained in this institution. Since its inception the nature of the course provided has evolved to meet varying demands, and efforts are being made now to synthesise what has hitherto been a very compartmentalised curriculum. A detailed account of the main changes taking place are given in the main case study.

31. The establishment of middle education and the recruitment of a separate middle education inspectorate call for a full reappraisal of the present training programme, which hitherto has been concerned with producing the general inspector. It should be noted that in recent years there has been a marked decline in the number and qualifications of candidates seeking entry to this national centre - to a large extent due to salary anomalies which need to be corrected. It is also important that the path should be open for the best EMEI inspectors to be promoted to the new middle education inspectorate.

32. Apart from reshaping the present system of recruitment and training for the inspectorate the question remains whether, as suggested by some inspectors (paragraph 27), there should be a clear division between administrative and educational inspectors, thus creating two distinct categories of civil servant, or whether one officer, as at present, should discharge both functions. There is also the question whether the number of sub-districts should be increased with a corresponding reduction in their size, so that one inspector has fewer teachers to inspect or whether a team-system for each area should be developed.

33. The reform of the national centre for the CAIP-DEN is provided for in the second 4-year plan, which is committed to a general policy of decentralisation. This plan suggests that the Centre should be set within a fully integrated training network covering the whole country and all education staff, within which the training of inspectors and college staff would be only one section.

U. CONCLUSIONS AND SUGGESTIONS

34. (a) The present ambiguities in the structure and functions of the inspectorate need to be eliminated, so that the role and functions of each inspector are clearly defined.

(b) The highly centralised and authoritarian structure which obtains at present should give way to one which encourages teamwork and individual initiative.

(c) There needs to be more systematic collaboration between the different branches of the inspectorate on the one hand and between the various levels of education on the other, to ensure greater continuity in the educational process.

(d) The link between the schools and the general development of the country would be strengthened if the inspectors were better informed on social and economic affairs.

(e) The training of all education staff should be co-ordinated and the various training institutions work in closer co-operation.

(f) The technique of inspection should develop beyond the evaluation of the individual teacher and class towards an evaluation of the whole school.

(g) The inspector/teacher ratios should not be left to arbitrary decisions or to geographical contingencies but calculated on the basis of the objectives to be realised.

(h) A weakness of the present system of inspection is the lack of real collaboration between French-oriented and Arabic-oriented inspectors. Improvement might come from joint retraining of both groups and breaking down the isolation within which each works.

(i) The base from which inspectors are recruited should be broadened and a balance established between internal promotion and an intake of university graduates.

(j) The present training of inspectors is inadequate. Such training should alternate periods of practical observation and training 'on the job' with theoretical study, emphasising the communication necessary between the various branches of the educational service.

(k) Greater opportunities should be provided for inspectors to move from one sphere of duty to another in the course of their careers.

(l) The working conditions of inspectors should be improved, not only by reducing the number of teachers for which they are responsible, but by providing better office accommodation and secretarial help and by increasing travel allowances.

(m) The dissemination of information by inspectors should not be limited to forwarding official circulars, etc. but include educational documents and data which will help teachers in their professional work.

(n) The policy of decentralisation should concentrate on strengthening the role and responsibilities of the school principal, especially in training activities.

(o) More precise estimates should be made of the country's present and future need for school inspectors, considering both numbers and qualifications.

ANNEX I

ADMINISTRATIVE DUTIES OF THE PRIMARY SCHOOL INSPECTOR (paragraph 24)

I. INFORMATION

A. TO THE ACADEMIE INSPECTOR AND THE MINISTRY OF EDUCATION

On
- (i) Opening and closing of educational institutions
- (ii) Trends and enrolments
- (iii) Statistics and data on institutions
- (iv) Relationships with mayors and other officials of the daira
- (v) Various preparatory studies
- (vi) Devising curricula requested by municipalities
- (vii) Surveys of progress of school buildings. Site-meetings
- (viii) State of school premises

B. TO TEACHERS, PARENTS AND OFFICIALS OF THE DAIRA

- (i) Administrative or educational information to teachers
- (ii) Information to parents about meetings
- (iii) Information to mayors, prefects, departmental directorate of health and social services

II. MANAGEMENT (THE INSPECTOR ACTING AS INTERMEDIARY BETWEEN THE ACADEMIE LEVEL AND LOCAL INSTITUTIONS AND PERSONNEL)

A. FINANCIAL

- (i) Issuing certificates of appointment and termination to teachers
- (ii) Administration of school funds
- (iii) Travel expenses
- (iv) Supervision of school canteen expenditures
- (v) Salaries, etc. of inspection secretariat

B. TEACHERS

- (i) Authorisation of leave
- (ii) Transfers and promotions
- (iii) Release from service, resignations, retirements
- (iv) Examinations of teachers (opinions on candidates)
- (v) Appointment of school principals

(vi) Rewards and sanctions
(vii) Other miscellaneous duties

C. PUPILS AND INSTITUTIONS

(i) Control of attendance, exemptions
(ii) Accident reports
(iii) Examinations
(iv) School trips
(v) School councils
(vi) Internal organisation of schools

APPENDIX II

Primary school inspection in Nigeria

I. INTRODUCTION

1. Nigeria is divided into twelve States with the Federal capital in Lagos. Each of the States is responsible for the administration of its educational system, with the Federal Ministry of Education exercising a national policy-making and co-ordinating role. Accordingly each State has its own corps of inspectors, headed by a Chief Inspector of Education based in the State Ministry of Education. At the time of the study-tour the Federal Ministry was establishing a federal inspectorate to assist the States chiefly in the area of secondary education. (See paragraph 27)

2. It was not possible during a relatively short tour for the consultant to visit more than five of the States - North-Central, East-Central, Western, Mid-Western and Lagos - and to confer with the Federal Chief Inspector and other senior officials of the Federal Ministry. In the main paper, from which this summary is derived, a detailed account is given of the staffing and functioning of the primary inspectorate within the context of primary education in each State in turn, followed by general conclusions. The plan of this summary is rather to take the main features of primary education and of primary inspection and illustrate them by data and observation drawn comparatively from the separate States, and to draw general conclusions.

A. THE CONTEXT OF PRIMARY EDUCATION

(i) The Environment

3. There are wide geographical, demographic, economic and cultural differences between the five States visited. North-Central is one of the six Northern States which between them cover a vast agricultural area of the country with a widely distributed population in very many small villages, and which are closely associated in educational development. By contrast are the thickly populated areas of East-Central or Western States with many large towns and different ethnic and educational traditions.

(ii) Primary Enrolment

4. Consequently there are very marked differences to be found in primary enrolment rates and stages of development. The following figures, taken from an unpublished feasibility study prepared by Unesco, Lagos for the introduction of universal primary education in Nigeria, shows the relative primary populations and enrolment rates in 1971:

State	Primary School Population	Enrolment Rate
North-Central	134 092	18.2
East-Central	978 869	75.5
Western	869 765	51.1
Mid-Western	419 031	92.1
Lagos	240 769	88.3

All the above rates were steadily increasing at the time of the study-tour in 1973; for example, it was estimated that in North-Central it had increased to about 25 per cent by that date but with wide variations in different parts of the State. The following table illustrates differences in the average size of primary schools, pupil/teacher ratios and proportions of boys and girls:

State	Average Size of P.S.	Pupil-Teacher Ratio	Propts. of Boys and Girls
North-Central	207	35:1	67:33
East-Central	536	36:1	62:38
Western	240	32:1	58:42
Mid-Western	300	33:1	57:43
Lagos	524	33:1	48:52

5. The primary course extends over six years beginning at about the age of six. In the North, up to 1973, the course had extended for seven years, but it was being reduced to six to correspond with the rest of the country. In all States there was a marked difference in enrolments between Class 1 and Class 6, due partly to wastage and partly to the increased numbers entering the schools recently. The position in East-Central, where enrolment in Class 1 was five times that in Class 6, was largely because of the closure of schools in the war.

(iii) Types of Primary School

6. The three main categories of primary schools are Government (State controlled) Voluntary Agency and Private Fee-Paying. The trend has been in recent years for the State to assume either full control or managerial responsibility for all schools and for the Voluntary Agencies, largely the Missions, to play a much smaller role in the conduct of education. East-Central in 1970 and Mid-Western in 1972 took over the control, management and supervision of all schools; Western, in 1968 established School Boards to take over management responsibilities of the schools but in many cases the Voluntary Agencies remained the proprietors; in North-Central only a very small proportion of the total is controlled by Voluntary Agencies; only in Lagos State were the majority of the primary schools (68 per cent) aided schools operated by Voluntary Agencies, the other categories being Government, local Authority and Unaided. The number of private fee-paying primary schools is very small.

(iv) Teachers

7. Hitherto there had been three grades of qualification for a primary school teacher. It is now national policy that a Grade II qualification, obtained after a course of training following a basic secondary education or by upgrading shall be the minimum acceptable for primary teaching. The following percentages show the high proportions of teachers in 1971 either with Grade III certificates or uncertificated or untrained and the corresponding need for massive retraining programmes. The proportions lay a heavy burden on the inspectorate in improving educational standards.

North-Central	:	44 per cent
East-Central	:	50 per cent
Western	:	43 per cent
Mid-Western	:	45 per cent
Lagos State	:	33 per cent

Comprehensive measures were being taken in the States to improve the position by upgrading and special courses. To take two examples: in the North the Institute of Education of Ahmadu Bello University, Zaria administers for the six Northern Ministries a Teachers' In-Service Education Programme by correspondence and vacation courses for the uncertificated and the untrained; in Western a substantial upgrading programme was started in 1970 and the primary inspectorate was responsible for special courses for older Grade III teachers in late afternoons or in vacations. But there was evidence in all parts that the academic background of students entering the Teachers Colleges was improving and Colleges were adjusting their courses. In East-Central and Western, for example, the majority of students now being admitted have a school certificate or passes in G.C.E., the national goal being to admit only those who have completed a full course of

secondary education, though in the transitional period places will be found for Grade III teachers. The highest non-graduate qualification is the Nigerian Certificate in Education, gained at one of the Advanced Teachers Colleges, which an increasing number of teachers are obtaining. The proportion of women primary teachers in the States varies from 19 per cent in North-Central to 44 per cent in Lagos State - an indication of the greater progress made in girls' and womens' education in the Southern States.

(v) Buildings and Equipment

8. As might be expected there was a wide variation in the suitability and conditions of the school buildings seen during the tour. There were some good modern buildings and many new classrooms have been built; but many of the older buildings, often provided by the Voluntary Agencies, needed renovation or rebuilding and better furniture. In East-Central, which contained many large schools (one seen had some 2 000 pupils), many buildings still suffered from war damage and a good deal of improvisation was necessary to accommodate the growing numbers. In Lagos State, heavily urbanised, a problem was one of acquiring sufficient land for additional buildings. In Western State there was a very marked contrast between private fee-paying nursery/primary schools in Ibadan, provided by Churches, and somewhat dilapidated old buildings in the poorer parts of the city, where some were suffering from the encroachment of private houses on their campuses, built by members of the families which originally provided the land. Double-shift systems were common in the city and town schools. On the positive side, however, some very inspiring examples were seen of the support given by a local community and parents in providing additional accommodation for a school, and this was being encouraged by administrators and inspectors. Books and teaching equipment were often sparse through lack of finance, and many pupils had to study in a very bare environment in contrast to those schools, for example in North-Central, selected on a pilot basis for new curriculum development.

(vi) Curriculum

9. The national impetus for curriculum reform came from a National Curriculum Conference in 1969 followed by a National Primary School Curriculum Workshop in 1971 in six subject-areas, the reports of which were published and have made an impact on curriculum development in various parts of Nigeria. The process has been aided by the establishment of a National Educational Research Council in 1972 designed to promote and co-ordinate educational research programmes. The pace and progress of curriculum reform at primary level have varied from State to State. For the six Northern States it has been mainly based in the Division of Primary Education of the Institute of

Education, Ahmadu Bello University under a Unesco/Unicef project. This has devised new syllabuses with accompanying books and materials, as well as running a one-year course in lower primary methods, and the new curriculum was being tested in a number of 'pilot' schools each attached to a Centre which provides a Mobile Teacher Trainer responsible for intensive guidance of teachers in five or six schools and for evaluating progress. Mid-Western State affords a striking example through its Unesco/Unicef assisted Primary School Science Centre on the campus of an Advanced Teacher Training College. In Western State seven subject committees had produced new syllabuses with accompanying textbooks and teachers' manuals, which were about to be tested in a number of schools. And Lagos State introduced a new primary curriculum into Class 1 of primary schools in 1971, which should reach Class 6 by 1976, and it has retrained a large number of teachers under the auspices of the University of Lagos Institute of Education. Clearly any general introduction of an improved curriculum must involve a basic change in teacher training as well as intensive in-service guidance from the staff of training colleges and of the inspectorate who themselves need training.

B. PRIMARY INSPECTION

(i) The Administration of Education

10. The organisation and functioning of the inspectorate must be seen within the general context of political and educational administration, which conditions it and which in some States in recent years has undergone substantial change. There is a major difference between the Northern States, of which North-Central is one, and the Southern States visited. In North-Central the main units of educational administration are the local Education Authorities, modelled in some measure on the British system with associated Education Committees, each headed by a Chief Education Officer, which are responsible for the control and management of most of the primary schools in their areas. Parallel with the Local Education Authority staff is the inspectorate, headed in each province of the State by an Area Inspector, the senior officer of the Ministry in the field and superior in rank to the CEO, who is assisted by inspectors and assistant inspectors in administrative districts.

11. In East-Central, as a result of the post-war nationalisation of all educational institutions, the State exercises more direct control through a State Board and 35 Divisional School Boards under the planning, policy and budgetary control of the Ministry of Education. The State Board is responsible for the management of all post-primary institutions and the Divisional Boards for primary schools. Inspection and supervision of schools are the responsibility of the Ministry's inspectorate organised in the field through ten inspectorate zones, each with a Zonal Inspector, a Divisional Education Officer/Inspector and a

number of Assistant Inspectors.

12. The position in Western is similar in that under the Ministry; ten School Boards, covering the 25 administrative divisions of the State, manage the primary schools and a State School Board post-primary education. Inspection is the function of the Ministry and there are four inspectorate zones, each headed by a Principal Inspector who controls all inspection activities, assisted on the primary side by a team of Assistant Inspectors, of varying grades.

13. At the time of the visit the situation in Mid-Western had very recently changed radically through an edict nationalising all schools and the structures of the Ministry and of local administration were in the state of being reorganised. Again a State Board with overall responsibilities but specific charge of post-primary had been established together with 15 Divisional Education Boards. At the same time the inspectorate was being totally reorganised in four zones with a single graduate cadre, the post of Assistant Inspector being abolished.

14. Lagos State, where the Voluntary Agencies still manage and control a large number of the schools, is divided into five Local Authority administrative divisions with two officers of the Ministry's inspectorate in the field to serve each of them. In theory, therefore, the inspectorates in each State are a professional corps responsible to the Ministry for inspection and supervision but with no direct management responsibilities, which are exercised either by Local Education Authorities, with some measure of independence, or by State or Divisional Boards. A closer study of the actual duties and functions of the inspectorate reveals some modification of this theoretical division of responsibility.

(ii) The Organisation and Duties of the Inspectorate

a. Ministry Headquarters

15. The organisational structure of each Ministry differs somewhat and is in each case quite complex; the position and functions of the Inspectors at this level can therefore be indicated only in broad outline in this summary. The head of the inspectorate in each case is the Chief Inspector of Education (n.b. not Schools) parallel with or next in line to the Permanent Secretary, the head of the administration under the Commissioner of Education. In most states the Chief Inspector has very wide responsibilities, not merely for leading the service of inspection and supervision, but for planning and development of education in the State in all its qualitative aspects. In North-Central, for example, the Chief Inspector with his deputy have under them the Division of Educational Planning and Administration as well as the senior inspectorate in the Ministry. Similarly in Lagos State the Chief Inspector controls both the inspectorate and a whole range of administrative services such as adult education, libraries, educational development, examinations, publications. Only in Mid-Western, as a result of recent reorganisation is the Chief Inspector to be concerned solely with professional inspection services. The former system has

its advantages in that the Chief Inspector can be involved in all decisions affecting the development of education in its broadest sense. The disadvantage appears to be that he or she, involved in so many responsibilities, may not be able to give the time and attention necessary for the professional leadership of the inspectorate and to the nature of the education being provided in the schools.

16. This combination of administrative with professional duties spreads to the senior inspectors in the Ministry, usually of the rank of chief education officer, each with responsibility for an area of education, one of whom is the senior inspector for primary education. A list of the duties of the Chief Education Officer for Primary Education in North Central State, shown in Annex I to this summary may be regarded as fairly typical. From lengthy discussions with such officers in the different States it was clear that office and administrative responsibilities, particularly at a time of rapid expansion in primary education, meant less time than was desirable for curriculum development, in-service training and the direction and leadership of inspection activities in the field.

b. The Field Inspectorate

17. As stated in paragraphs 10-14 above the field inspectorate is organised in a number of areas or zones according to the size of the State. The Zonal or Area Inspector is a key figure in the hierarchy as the chief representative of the Ministry in his zone. As such he has the duties (a) of organising and supervising all inspection activity, (b) of interpreting and advising on Ministry policy and development schemes within his zone, (c) representing the Ministry on various committees and boards. He himself participates in post-primary but not usually in primary inspections, though he is expected to read all primary inspection reports, and ensure that recommendations for action are carried out by the Local Authority or School Board. He also has the task of organising in-service training. But his administrative and representational duties are considerable and it is significant that in North-Central an officer with training in administration has been appointed to relieve the Area Inspector of duties 'which might diminish his concentration on the effective supervision of the work and personnel of the Provincial Inspectorate' (i.e. the Assistant Inspectors). Similarly in East-Central full-time secretaries have been appointed to the Divisional Boards to enable the Divisional Education Officer/Inspectors, subordinate to the Zonal Inspector, who previously had to cope with much of the administration of the Boards, to give more administrative assistance to the Zonal Inspector. The professional leadership of this officer is vital and it seems desirable that from time to time he should take part in primary school inspection.

c. The Assistant Inspector

18. He has the day-to-day task of visiting and inspecting the primary schools assigned to him in his district or division. He is usually expected to submit to the Zonal Inspector monthly forecasts of his inspection itineraries and monthly returns of work accomplished. But the wide range of his specific tasks is illustrated by the example given in Annex II for Lagos State. There the Chief Inspector estimated that the Inspectors spent about 50 per cent of their time in visiting schools on professional matters. An analysis of the number and kind of visits paid by a group of inspectors in the year ending March 1973 in that State showed that of a total of 704 visits only 80 were for routine, full or follow-up inspections but it is estimated that as the schools are large in this State they occupied about 190 inspector-days. In East-Central similarly the Assistant Inspector is expected to spend three out of six working days (in North-Central four out of six) in professional inspection, the rest of his time being occupied by:

- investigation of complaints;
- in-service training;
- collection and collation of statistics;
- enquiries and investigations;
- professional advice to School Boards;
- supervision of examinations;
- practical teaching tests for students in training.

In Western State an analysis of 316 'inspector days' in one month of 15 Assistant Inspectors showed the following distribution of their time:

41 - full or routine inspections
144 - brief visits for administrative purposes
36 - in-service training
95 - conferences and office work

From these few examples which it was possible to obtain, it would seem that the assistant inspector has a wide range of duties outside professional supervision in the classroom and many of them of a routine administrative character, occupying a good deal of time.

d. Inspection and Reporting

19. The main types of professional inspection undertaken are the full inspection, the routine inspection and the 'follow-up'. The full-inspection, in any school except the smallest, is undertaken by a team of inspectors, its size and the number of days occupied being determined by the size of the school. Its purpose may be either to provide a regular full assessment of all aspects of the schools, or for a particular reason, such as in North-Central the recognition of primary schools for grant-aid. It involves a thorough assessment, by observation, of the teaching process and scrutiny of schemes of work and pupils' work, inspection of buildings, equipment, staffing and academic organisation as well as consideration of out-of-class activities and

community relations; it is followed by discussions with teachers, the making of recommendations and the writing and issue of a report. Such full inspections, in for example North-Central, are scheduled for once in three years. The routine inspection visit is concerned with keeping in touch with school's progress by observation of some part of its activities or particular teachers and is generally of a more advisory nature. The 'follow-up' is to ensure that particular recommendations of the previous visit are being carried out. Discussions with inspectors and teachers revealed varying opinions about the relative merits of the full and of the routine inspection. The former, in the opinion of some, 'kept teachers up to the mark' and often resulted in action, such as the provision of more staff or equipment, by the authorities. The routine visit being of a more advisory nature gave more practical professional help to the teachers and was less bureaucratic. A judicious combination of the two seems desirable. Apart from these traditional types, the sampling of a number of schools to study a particular aspect of the work or a problem affecting all schools, leading to a composite report might be useful to both teachers and the authorities.

20. The type of reports required varied from State to State, those following a team-inspection usually being very comprehensive (an example seen in Lagos ran to 12 foolscap sheets). In East-Central there is a pro forma report form requiring the inspector to make brief comments and assess on a credit, pass, fail scale all the features of the school. In some States there is a staff form, assessing the performance of individual teachers, with a grade. Reports following a routine visit are usually quite brief. Copies of reports are sent after approval by the Zonal Inspector to the head of the school, the local Authority or School Board and the Ministry. Action required by the administering authority, especially those involving expenditure, could be, it was said, subject to delays and difficulties.

21. Only in North-Central was found a handbook for guidance of primary school inspectors in the Northern States. This had recently been revised, following courses held at Ahmadu Bello University for primary inspectors, and is an excellent example of the kind of guidance needed, which deserves widespread use.

e. The Inspectorate and In-Service Training

22. This important function of the inspectorate is commonly planned in the field by the Area or Zonal Inspector to suit the needs and circumstances of the schools. The participation of the assistant inspectors varies according to their numbers and qualification for this work, and their own opportunities for retraining to enable them to promote developments in curricula and teaching methods. Co-operation with training college staff takes place from time to time. In East Central, for example, good leadership was shown by the Principal Inspector for Primary with the aid of Unicef in holding central courses on new aspects of the curriculum for inspectors, college staff and heads to enable

them to hold similar courses for teachers in their own localities. Similarly in Western State the control of in-service training was exercised by a primary inspector in the Ministry, co-ordinating the work of the inspectorate zones, in each of which a primary inspector was responsible for the organisation of in-service courses. The list of courses taking place was impressive. Shortage of time and finance were the main obstacles in most States for further local development. The value of courses for heads of primary schools was emphasised to the Consultant by his attendance at one such course organised in Ibadan by the Ministry in British Council premises lasting in weekly morning sessions over one term.

f. Other Activities

23. The inspectorate is expected to play a full part in the conduct of school examinations and also in the teaching practice in the schools of students in training, these duties looming large at particular times of the year. The Principal Inspector in charge of examinations in the East-Central Ministry stressed the need for more training of primary inspectors in methods of evaluation of school work in their inspection visits. They are responsible for recommending text and other books in the schools, helped by the advice of State Textbook Committees. In most States there is an Audio-Visual and School Broadcasting Section, but though some inspectors take a direct part in its activities, there seemed to be the need for closer co-operation between the primary inspectorate and these units and for more training in the use of the media.

g. Staffing of the Inspectorate

24. As far as could be ascertained from the statistics supplied, which varied in the year for which they were available, the staffing strength of assistant inspectors, in relation to the number of schools and teachers for which they are responsible, is shown by the following table. (Mid-Western State is omitted because, as stated, the inspectorate was in process of total reorganisation).

State	Number of Assists. in Post in the Zones	Number of Primary Schools	Number of Teachers	Schools per A. I.	Teachers per A. I.
N-C (1971)	16	642	3 855	40	241
E-C (1972)	47	2 089	32 499	44	691
W (1972)	107	3 889	29 196	36	273
Lagos (1972)	27	435	7 500	16	280
4 States	197	7 055	73 002	37	383

The position is clearly worse in East-Central where many of the schools are large, as can be deduced from the table. From figures supplied by that State (the only one to do so) about a quarter of the schools were inspected in 1972, though an annual inspection is prescribed. But even in other States the position is not satisfactory if one assumes that a ratio of one assistant inspector to 100-150 teachers is needed, according to the area, if the teachers, many of whom are untrained or under-trained are to get the supervision and help they require. In some instances, the number of posts filled falls well short of the number authorised by the budget. An example is North-Central where only 16 of the 38 authorised posts were filled at the time of the visit, principally because young assistant inspectors appointed with the Nigerian Certificate in Education applied for and gained admission to a degree course at the University for their professional advancement and were lost to inspection. In most states, except Mid-Western, the primary inspectorate is a non-graduate cadre and lack of a degree is a bar to promotion to a higher cadre, though there are grades of principal and higher assistant inspector in some states. The solution may well be to afford opportunities for primary inspectors to work for a professional degree through secondment or part-time study leading to improved financial and responsibility prospects and to create, as in some developed countries, a service of primary inspection which includes graduates and non-graduates. The move towards a wholly graduate inspectorate in Mid-Western State should be watched with interest. There the decision was taken mainly because, it is said, assistant inspectors did not command the respect of the heads and teachers in primary schools. Much will depend on the degree of training and experience in primary education which will enable a graduate inspectorate to give relevant advice and help to a primary teacher.

h. Recruitment and Training

25. The minimum qualification for most assistant inspectors is the Nigerian Certificate in Education gained after two years in an Advanced Teacher Training College (or equivalent training), following a Grade II certificate and some years of teaching experience. North-Central, for the reasons given (paragraph 24) were not satisfied with this arrangement and were proposing to appoint experienced heads of schools and give them a special one-year course in primary education and inspection procedures. There is no system of regular induction training, which in the opinion of many was a weakness; the introduction of such training combined with more opportunities for in-service training, on a thorough basis would, it is felt, do much to improve both the intellectual and professional competence of the inspectors and train them to give a stronger lead to the teachers in the schools. Several examples of what appeared to be good short courses for inspectors were encountered, some assisted by Unicef and/or based in university institutes of education or organised with British Council help. Especially valuable seemed

those of the workshop variety which involved the inspector in undertaking the kind of classroom work, e.g. making of simple teaching equipment from local materials or carrying out surveys of a school environment, which should be expected of the teacher. In such ways the inspector can demonstrate his own skills and not merely talk about what should be done. Inspectors also, with teachers and training college staff, took part in national courses organised through the Federal Ministry at universities in new curriculum developments, and some had undergone longer training in administration and supervision overseas. All these opportunities merit extension.

i. Conditions of Service

26. In most countries, one of the most serious handicaps to an effective inspection service is the lack of adequate transport to enable programmes to be carried out, and Nigeria seems no exception. Car allowances are paid but soon used up, especially in rural districts; and particularly in bad weather many schools are very difficult to reach. In the riverine areas of Western, for example, many schools are accessible only by canoe, and comparable problems exist in the scattered areas of the North. Office accommodation and facilities for the inspectorate in the zones varied in quality, but it cannot be said in general to provide the kind of support needed for efficient office work and was often very congested. Also lacking were collections of books and instructional materials of all kinds to help inspectors on their school visits and in running in-service courses.

C. THE FEDERAL INSPECTORATE

27. At the time of the visit a Federal Inspectorate was being established to reinforce the work of the State Inspectorates, which in many cases were unable to provide a fully adequate service of inspection and supervision, especially of post-primary institutions. It was hoped that such an Inspectorate could help in disseminating good educational ideas and practices through the schools of the country and contribute to the development of national reforms and strategies. Apart from a small headquarters staff based in Lagos under a Chief Federal Inspector 36 inspectors of Principal rank would be based in the 12 states to assist their State colleagues. Recruitment was taking place, some from State inspectorates or from schools and colleges and a few from overseas. The success of this scheme will rest largely on the degree of collaboration achieved and the acceptability of Federal assistance in this sphere; it is hoped that it may be possible to further the cause of primary inspection in this way.

D. CONCLUSIONS

28. (a) The expansion towards universal primary education in Nigeria brings educational opportunity to most children but emphasises the problems faced by the authorities in providing more and better buildings, an increased supply of books and educational materials and a better trained teaching force. The progressive solution of these problems will enable professional inspection to be more effective, especially if the service is planned and harnessed to co-operate fully with other educational services.

(b) The present organisation at Ministry and to some extent at Zonal Headquarters imposes heavy administrative tasks on senior inspectors, who are not always able to give the necessary professional leadership to their colleagues in the field and plan and control inspection activities. The relief being given in some States is to be welcomed.

(c) Assistant Inspectors also have a wide range of duties, other than professional supervision of the schools and their teachers, which is their main function. Insofar as they can be relieved of routine administration they will be able to visit schools more frequently and give more assistance on the pedagogical side. At the present time the schools are not being visited and inspected as frequently as prescribed or as desirable.

(d) The organisation and services of the primary inspectorate would be strengthened by more specialist help from colleagues with expertise in particular subjects or areas of the curriculum.

(e) The system of inspecting and reporting needs to lay more emphasis on constructive help and advice to teachers, based on careful evaluation of the teaching and learning process, and on disseminating useful ideas and practices. A judicious balance is needed between the full inspection and the regular advisory visits, with the former taking place every two, or at the most, three years. The inspectorate could also be used more for investigating educational problems through the sampling of schools and by surveys.

(f) Useful work is being done by primary inspectors in the field of in-service training of teachers in many areas; but constant opportunities to keep themselves up-to-date and improve their own skills will enable them to discharge this important function even more successfully. Courses for Heads of schools are especially important.

(g) The staffing power of the primary inspectorate in the States visited is well below what is needed for them to maintain regular professional contact with schools and teachers but would be improved in several cases if all authorised posts were filled. The aim should be a ratio of one to 100-150

teachers. Consideration might be given to the career structure of primary inspectors and more opportunities provided to improve their academic and professional qualifications with the appropriate financial incentives. The system obtaining in some countries (e.g. Peru) of rural school supervisors working through a nucleus of schools might be explored.

(h) Thorough and systematic training of assistant inspectors should be provided before they take up substantive appointment. A six-month 'sandwich type' course is suggested combining tuition in modern developments in primary education with familiarisation with methods of evaluation and the procedures of inspection. The excellent handbook of guidance for inspectors produced in the North deserves national application with any necessary modifications.

(i) The process of primary curriculum development, taking place at differing rates in the States, calls for full involvement and training of the inspectors if they are to be successful apostles of reform.

(j) A serious handicap to effective inspection is the lack of adequate transport in many areas, and the efficiency of the work is often impaired by poor office facilities and lack of suitable libraries and resource materials.

ANNEX I

Duties of the Chief Education Officer for Primary Education North-Central State

(1) Responsibility for the advancement of primary education
(2) Advance proposals (staff and recurrent expenditure) in respect of primary education
(3) Reports and recommendations in respect of Kaduna Capital School and Assistant Inspectors of Education
(4) Equipment indents and postings and transfer of staff in the primary sector
(5) Initiation of, and advice on, development plans, as they relate to primary education
(6) Overall responsibility for training and refresher courses in respect of primary school teachers and Assistant Inspectors
(7) Advice on preparation and revision of syllabuses and schemes of work, including evaluation and recommendation of textbooks
(8) Advice on curriculum development and educational experiments
(9) Seeing to the development, improvement and maintenance of standards in Koranic, Islamiyya and primary schools
(10) Liaison with other Heads of Sections
(11) Advice on Teacher's Guide Book list
(12) Responsibility for First School Leaving Certificates and Transfer Certificates

ANNEX II

Duties of the Primary School Inspector - Lagos State

(1) Collection of statistics on behalf of the School Service Board or the Statistics Section of the Ministry
(2) Delivery of various types of circular letters to schools - largely due to poor postal services
(3) Investigation of illegal collection of money from pupils and other malpractices among teachers
(4) Inspection of poor and dangerous buildings
(5) Maintenance of discipline - settling of trouble between teachers
(6) Helping in the organisation of pupils for the Children Days' Rally, visiting of Head of State or of other countries to Nigeria
(7) Attending Parent/Teacher Associations
(8) Attending conferences and seminars
(9) Conducting week-end induction and vacation courses for teachers
(10) Checking of transfer certificates of pupils from other States
(11) Checking of Teacher's Certificates on the completion of teacher's registration forms
(12) Supervision of registration and allocation of new entrants to schools
(13) Attending meetings on Special Purposes Grants
(14) Writing of reports
(15) Taking part in the preparation for the Festival of Sport
(16) Taking part in preparation for the Annual Festival of the Arts
(17) Supervising and invigilating examinations
(18) Dispatch of letters and circulars

APPENDIX III

Primary school inspection in Pakistan

I. INTRODUCTION

1. This case study was undertaken in 1972 only a short time after the events leading to the separation of West and East Pakistan into the two nations of Pakistan and Bangladesh. It was, therefore, the beginning of a period of adjustment and reconstruction characterised, as far as education was concerned, by the promulgation by the Government of a new Education Policy, to replace the 5-year plans of the previous regime, with consequent reorganisation in the Central Ministry and in the Provinces.

2. The purpose of the study was to discover the real functions and methods of work of the primary inspectorate, and survey its effectiveness in relation to the conditions of primary education and in respect of its organisation, staffing, recruitment and training. The plan of the study is accordingly (a) to examine the structure of educational administration and the state of primary education system against the background of the new Policy and recent trends; (b) to analyse the main features of primary inspection; (c) to summarise the main conclusions reached.

A. THE EDUCATIONAL SITUATION

(i) The Environment

3. The country covers an area of some 300 000 square miles with about 60 per cent of its population engaged in agriculture. The 1971 estimate of population in what was then West Pakistan was about 64 million, increasing at an annual rate of 2.8 per cent, growth in urban areas being much faster than in rural areas, with half the total being under 15 years of age. The country is divided into the four Provinces of Baluchistan, North West Frontier, Punjab and Sind, each with its own language, though Urdu is the medium of instruction in the majority of primary schools and English in higher education and government. The Central Ministry is based in the capital territory of Islamabad.

(ii) The School System

4. The ten years of school education, beginning at about the age of five, is divided into the three stages of primary (5 years), middle (3 years) and secondary (2 years); college education spans four years to a first degree, in two equal stages, intermediate and degree. The fragmentation of the school system, which is punctuated by examinations at the end of each stage, as well as by annual examinations for promotion, makes it difficult to offer a well-integrated course of studies over a reasonable period of time, and it is the intention of the new Policy to combine the 5 years of primary with the 3 years of middle school into 8 years of basic, or first-level education.

(iii) Educational Administration - National Ministry

5. Education is administered at National and Provincial levels - the Provinces having a large measure of autonomy and control. At the centre is the national Ministry of Education and Provincial Co-ordination which is responsible for formulating national policies and providing centralised services, chiefly through its Central Bureau of Education, for example in research, statistics, curriculum and textbook production and audio-visual services, and also it is responsible for international relations in education. Its main function vis-à-vis the Provinces is to assist them in implementing national policy and in carrying out their development plans, being responsible mainly for capital expenditure while the Provinces undertake recurrent expenditure. The Ministry's Directorate of Central Government Institutions is charged with the administration and supervision of schools and colleges in the capital territory, but there is no national or federal inspectorate in the accepted sense.

6. The new Education Policy, 1972-80, referred to above, was at the time of this study-visit leading to considerable reorganisation within the Ministry and the Central Bureau designed to strengthen liaison with the Provinces and the central services provided.

(iv) The Provinces

7. Each of the four Provinces has its own Education Department headed by a Minister under the Governor and staffed by a civil service under an Education Secretary. These departments, which in their structure duplicate in many features the structure of the central Ministry, are responsible for the administration and supervision of educational institutions in the Provinces; and they too were undergoing reorganisation as a consequence of the new Education Policy in order to carry out more effectively their responsibilities in planning, programming and education and in curriculum development, in co-operation with the national Ministry.

8. The school systems in the Provinces are controlled through successive units of administration each headed by an officer; at the top is the Region (Director of Education, Schools), the two largest Provinces, Punjab and Sind, each having two regions and the others one only; then the Division (Divisional Inspector/Inspectress of Schools); the District (District Inspector/Inspectress); the Sub-Division (Assistant Inspector/Inspectress). It will be noted that there are separate inspectorates of men and women, as the great majority of schools in the country are single-sex according to Islamic tradition, even at primary level. The Director of Education, Schools has overall responsibility for all primary, middle and secondary schools in his region; the Divisional Inspectorate, with a number of deputies has general oversight of all schools in the Division but particular responsibility for the inspection of secondary schools; the District Inspectorate general oversight of primary and middle schools, with particular supervisory responsibility for middle schools; and the Assistant Inspectorate's main responsibility is for primary schools though they assist with inspection at other levels. Thus it is clear that the Inspectorate combines the administrative functions of an Education Officer with the professional functions of a school inspector or supervisor; and this dual role, as emphasised in later sections of the report, lies at the root of the concern felt about the present effectiveness of primary inspection.

9. The new Education Policy, which is critical of the inadequacy and complication of the existing administrative structure, proposes the establishment of research units by the central Ministry and Provincial Departments to provide a more effective framework for planning, guidance and evaluation, and these units will work in collaboration with education councils at provincial, district and institutional levels with democratic representation of a wide range of interests - thus ensuring greater devolution of responsibility. Already (as noted later in paragraph 21) reorganisation in Sind Province had led to the disappearance of the Division as an administrative unit. The Policy's criticisms of bureaucratic complication could be corroborated by the length of time it often seemed to take to ensure that an inspector's recommendations for action involving expenditure in the case of a primary school were carried out.

(v) Primary Education

10. About 90 per cent of the primary schools are government controlled, the rest are private schools, but the latter were being nationalised by government policy at the time of this study-visit, an exercise commanding a good deal of time and attention from the primary inspectorate, especially in the towns and cities. Education is now free in both types of school, at primary and middle levels and it was proposed to extend the abolition of fees to secondary schools by 1974. Precise and up-to-date figures of the numbers and percentage of the age-group enrolled in primary schools could not be obtained, but the Education Policy

document estimated a total of 4.6 million pupils (boys 3.5 and girls 1.1 million) with an overall enrolment percentage in relation to population of school age of 45 (boys 70, girls 25). Though girls constituted only about a quarter of the total enrolment, the percentage of those being admitted was said to be increasing substantially each year.

(vii) The Reforms of the new Education Policy and their Implications

11. This Policy has set a target of universal primary education for boys by 1979 and for girls by 1984, and later targets for universal first-level education to the end of Class 8. On present population trends this would mean an increased enrolment of 5 million primary and 2.3 million middle pupils by 1980. Such a massive increase will involve the provision of 27 000 additional classrooms and recruitment of 225 000 additional teachers. The financial implications are that the present 2 per cent of G.N.P. spent on education would rise to about 4 per cent. The Policy also proposes the provision of more books and instructional aids of all kinds and the launching of a new curriculum with appropriate textbooks 'to eliminate overloading and encourage observation, experiment, practical work and creative expression' by the learner.

(viii) Pupil Wastage

12. Primary education is beset by considerable wastage of pupils and repetition of classes during the 5-year course, particularly at the end of the first year. Several factors account for this: the annual class examination which decides promotion and which it is proposed to replace by continuous pupil evaluation; the lack of parental support, especially in rural areas where young children are expected to work in the fields; the high proportion of very small rural schools where one or two teachers are expected to teach all 5 age-groups over the whole curriculum; and especially the poor facilities in many schools, out-moded curricula and teaching methods and the insufficient training of teachers.

(ix) Teachers

13. In 1969/70 it was estimated that about 90 per cent of the primary teaching force, of which 22 per cent were women, had the minimum teaching qualification of 10 years of schooling followed by one year of training; but at present this may be somewhat over-optimistic. Efforts had been made in Punjab Province to extend such training to two years - the minimum period considered desirable, but this had had to be abandoned. The primary and middle school teachers are trained in single-sex Government Training Institutions staffed by

lecturers with a minimum qualification of a Master's degree. In these institutions much criticism was heard of the methods of selection and the poor academic quality of many students - albeit that they had matriculated from secondary schools, leading to a fair degree of wastage. But pressure on entry was said to be heavy, mainly because of the poor employment prospects of secondary school leavers in many areas. Observation in several colleges revealed a high staffing ratio and very formal teaching methods which the students seemed likely to reproduce when they became teachers in the schools. Opportunities for in-service training were being extended - the trainers themselves being trained for this purpose at the Educational Extension Centre at Lahore and elsewhere.

14. The pay and status of the primary teacher seemed to be low and there was little financial incentive to assume greater responsibility or for meritorious performance. Frequent criticism was heard of the lack of commitment of many teachers, some of whom were said to supplement their income by other employment, and the rural teacher, especially in very small schools, suffered from professional isolation.

(x) Buildings and Equipment

15. The impression gained from visits to several urban and rural schools and from discussions with inspectors was of many inadequate buildings in a poor state of repair, providing a depressing environment for learning, even of a stereotyped kind. During good weather many primary classes were held outdoors with the pupils sitting on mats holding a textbook and facing a blackboard. But there were notable exceptions where a local community, stimulated by a school head or inspector, had provided land and often buildings with reasonably good accommodation. Very much indeed appeared to depend on the support of the community, as finance from the authorities could supply only a limited number of classrooms.

16. Very many schools lack essential teaching equipment and visual or other aids to learning and in general teachers had displayed little initiative in seeking to remedy these deficiencies. In the result much of the work seen in the schools was excessively formal and addicted to rote-learning with little opportunity for pupil activity.

(xi) Curriculum

17. The primary schools were following a standard curriculum and timetable issued in 1960 and revised in 1962, but the process of curriculum and textbook reform was taking place under the co-ordination of the National Bureau of Curriculum and Textbooks working with Provincial Curriculum Bureaux. Draft syllabuses in social studies and in elementary science, which had been issued for comment and testing, appeared to be based on modern principles of curriculum construction

and much more relevant to the pupils' environment, and a new scheme of studies had been proposed for primary classes 1-5. Similarly the audio-visual section of the Central Bureau of Education was working with Provincial sections on the production of aids to teaching.

B. PRIMARY INSPECTION

18. It is against such a background of primary education, characterised as it is by many handicaps to be overcome if increases in enrolment are to be matched by improvement in quality of education - the aims of the new Policy - that the inspectorate is required to operate. The hierarchy of Divisional, District and Assistant District Inspectors, with a corresponding separate corps of Inspectresses, is set out in paragraph 8 above.

19. There is no up-to-date legal code or set of regulations governing the duties and functions of the inspectorate, the Government still following the Punjab Code which established the then new class of District Inspector in 1949. A more recent circular of 1963 defined in fairly general terms the responsibilities of Assistant Inspectors and their relations to District Inspectors, emphasising their role as guide and mentor to the teachers. The duties of the District Inspector, as far as could be ascertained, were:

(a) to inspect, with their Assistants, all the schools within the District by annual (announced) inspections and by 'surprise' visits;
(b) final responsibility for the payment of salaries to all teachers in the District;
(c) to appoint, transfer and promote teachers;
(d) to sanction leave of teachers;
(e) to deal with enquiries, disputes and appeals;
(f) to supply survey reports, statistical and other information and development proposals to the Director of Education (Schools) through the Divisional Inspector;
(g) to confer with representatives of local communities on the provision, enlargement and maintenance of schools;
(h) to order supplies, place contracts and exercise overall supervision of expenditure, under the Directorate of Education;
(i) to conduct examinations in primary schools;
(j) to assist with in-service training of teachers.

The District Inspectors, therefore, and to a lesser degree the Assistants, combine a wide range of administrative duties with their more supervisory functions and the former engage a good deal of their time and attention at the expense of the latter. It was commonly stated by inspectors at different levels, corroborated by statements of senior officials at the Centre and in the Provinces, that they spent between 50 and 60 per cent of their time on administration and that inspection tended to be a bureaucratic rather than advisory or creative exercise. The

inspectresses carried an even heavier administrative load as they were fewer in number in relation to the schools and teachers for whom they were responsible. The only form of specialist inspection at primary level was for physical education.

(i) Reorganisation in Sind Province

20. At the time of the study-tour the authorities in Sind Province were reorganising their administrative structure to separate as far as possible the functions of administration and supervision. The Division as a separate unit had been abolished, and the District made the main unit within a Region with a District Education Officer, aided by a number of Deputies, as its head. Subordinate to him would be a corps of primary school supervisors with the responsibility for professional supervision in the schools. It was hoped in this way to increase contact with the work in the classroom and with the teachers. It seemed likely that other Provinces would move in this direction.

(ii) Staffing of the Inspectorate

21. As stated in paragraph 19 (a) it is officially required that inspectors pay two visits to each school each year, one more supervisory and one more administrative in type. Efforts made to discover the actual frequency of visits were unsuccessful in most areas visited and work plans for inspection and records were hard to come by - suggesting weaknesses in planning and control. The only hard data - for 1970/71 - were supplied by Punjab Province which showed that in that year 68 per cent of the boys' schools and 44 per cent of the girls' had been visited, though it was not clear how many visits had been paid to a particular school or what were their nature. But there was general agreement that the schools were not being visited as frequently as required, especially in the rural areas, the main reasons for the shortfall being given as too few inspectors and therefore excessive assignments, too much routine administration and lack of transport and inadequate travel allowances.

22. The following table shows the number of inspectors/inspectresses in the 4 Provinces related in the case of Assistant Inspectors to the number of schools and teachers (1972).

Province	District Insptrs/ Insptrses	Assist. District Insptrs/ Insptrses	No. of primary schools	No. of teachers	Schools per A.I.	Teachers per A.I.
Baluchistan	10 (1)[1]	27 (-)	1 961	2 993	73	111
North-West Frontier	17 (6)	85 (26)	4 893	10 364	58	122
Punjab	38 (19)	332 (86)	23 872	60 000(est.)	72	181
Sind	45 (7)[2]	191 (31)	10 033	25 275	53	132
	111 (33)	635 (143)	40 759	98 632	64	156

1. Inspectresses, included in total, shown in brackets
2. New organisation in Sind Province (see paragraph 20).

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From these figures it does not appear that the ratio of Assistants to primary schools and teachers is wholly unreasonable, but they conceal wide variations between men and women and between urban and rural areas. In Punjab for example the man Assistant had an average assignment of 60 schools and 150 teachers, the woman 106 schools and 265 teachers with the additional problems of travel and staying-out for women. Also the majority of schools are small and often difficult to reach. The average primary school in Pakistan has 2.5 teachers, in Baluchistan the average is 1.5 and the teachers in such schools face a very difficult task needing the maximum professional support.

(iii) Recruitment and Training

23. Assistant Inspectors of primary schools must possess the minimum qualification of a bachelor's degree in arts or science followed by a professional degree in education. They are recruited from subject posts in secondary schools or from the staff of training colleges, and the posts of the three groups, being on the same salary scale, are interchangeable. A minority will have had actual experience of teaching in a primary school, though all will have followed a course in such education as their professional training; but their immediate teaching experience is largely secondary. District Inspectors are recruited from the heads of secondary schools or of training colleges. There is no competition for selection or promotion and no period of probation nor is there any required period of formal training before taking up the posts. Short in-service courses are held for inspectors occasionally at Educational Extension Centres. One in progress at Hyderabad (Sind) on the principles and procedures of inspection and supervision was very realistic and useful and deserved to be emulated elsewhere.

(iv) The Planning of Inspection

24. The work of the inspectorate is planned at annual meetings of senior inspecting staff with the Directorate of Education (Schools). The Divisional Inspector is responsible with his District Inspectors for the control and scheduling of inspections in the Division but a good deal is left to the District Inspectorate in deploying the teams of Assistants as thought best for the needs of the District. There appeared to be, in general, the need for more precise organisation of plans and devising of strategies for inspection and for the keeping of records.

(v) The Process of Inspection

25. The purpose of the annual inspection visit, as contrasted with the 'surprise' visit, is to carry out an assessment of all aspects of a school's life and work, noting needs and deficiencies, and a summary

of the findings is usually entered in the school's logbook. A report is written usually on a standard form, which varies somewhat from Province to Province; samples seen itemised enrolment statistics, buildings, grounds, school funds, extra-curricular activities and the work of each class, together with general remarks and recommendations. As far as could be observed, the procedure took the form of questioning of the classes on factual matters, the setting of brief attainment tests and occasionally demonstration lessons given by the inspector in front of the teacher. Teaching programmes and syllabuses are checked and instruction and guidance given. The impression was that the process had a judicial rather than an advisory or creative function; it seemed important that the process itself needed to do more to involve and stimulate teachers by dialogue to promote more active learning by the pupils, and also there was a need for more research into ways of evaluating lesson content and methods and the criteria to be adopted. There is no handbook of guidance for the inspectorate.

(vi) Rural Schools

26. In the countryside, where, as stated, there is a large number of small village schools, often isolated and difficult of access especially in bad weather, these are often grouped with a 'centre' school, a larger primary/middle school, used mainly as a focal point for the payment of salaries and distribution of official instructions by the Assistant Inspector. There seems to be the possibility of developing this system into a rural school nucleus, as in other countries, for example Peru, to extend the benefits of closer supervision to the rural teacher and of regular in-service training under the Assistant Inspector and the head of the 'Centre' school.

(vii) The Inspectorate and Curriculum Reform

27. The inspectorate appears to have played a comparatively small part in the Curriculum reform being undertaken (paragraph 17). They will, however, be expected to be an important agency in ensuring that the new syllabuses and teaching methods are successfully introduced and interpreted in the schools; therefore their own retraining, together with that of the staff of training colleges and the heads of schools, will need to attract high priority if they are to be the vanguard of the reforms.

(viii) The Inspectorate and the local Community

28. The new Education Policy emphasises the importance of local support for the schools and also proposes a nationwide campaign for adult literacy, harnessing the resources of the schools and their teachers. At the time of this study-tour the promotion of this campaign was

exemplified by a training course for 300 primary teachers, supported by Unesco and being held in Sind Province, to enable them to play an active role. The primary inspectorate seem to be in a key position to assist in this work as they should know the communities of the schools they inspect and are often instrumental in gaining local support for land, buildings and school equipment.

(ix) Conditions of Work for the Inspectorate

29. In every meeting with primary inspectors, lack of transport and shortage of travelling allowances were claimed as a major reason for their not visiting schools as frequently as required. Very little official transport was provided at District level, though loans were made to inspectors to purchase their own vehicles, usually motor bicycles; and the travel allowances paid for these and for public transport were said to be insufficient to enable inspectors to satisfy the official requirement of spending 18 days a month on tour. In effect it seemed that in many areas only those schools served by public transport were visited regularly, though several examples were found of the determined efforts made by men and women, often in difficult terrain, to reach their schools by foot, on horseback or by canoe. This is a very difficult problem but needs to be surmounted, especially in rural areas, through some such nucleus system as suggested in paragraph 26.

30. The office of the District Inspector or Inspectress is the centre for the administration often of several hundred primary and middle schools and is therefore a very busy place with a constant stream of visitors. Visits to such offices often revealed very congested accommodation and shortages of office facilities and the necessary clerical assistance for the amount of paper work to be covered. The Assistant Inspectors based on a District office were often very poorly provided for. The offices of the Inspectresses seemed in general to be better organised than those of their male colleagues. A particular deficiency was the lack of educational books and journals and of instructional materials of all kinds for the use of the inspecting staff in their daily work.

C. CONCLUSIONS

31. (a) Much of the work of the primary inspectorate and suggestions made for improvement must be frustrated by the poor physical conditions in many schools, the lack of books and materials, the outmoded syllabuses and the relatively low pay and morale of many teachers. The precondition for more effective supervision must be to a large extent the progressive implementation of the reforms in primary education promised by the new Education Policy.

(b) The heavy administrative duties of the District Inspectorate and to some degree the Assistant Inspectorate detract from

the time and attention that can be given to professional supervision of the work in the classroom. The changes taking place in Sind Province seem very much a step in the right direction.

(c) The organisation and efficiency of the system of inspection would benefit by the appointment of senior inspectors of both sexes at national and provincial headquarters with responsibility for advising senior administrators on the state and progress of education in the schools and for controlling systematically the strategy and operation of inspection in the country.

(d) The primary inspectorate would be strengthened by the appointment of specialist advisers for different areas of the curriculum to assist their 'generalist' colleagues in curriculum development and the in-service training of teachers.

(e) The staffing of the primary inspectorate has not kept pace with the increase in the number of primary schools and teachers. With so many small schools and the problems of travel it is desirable to aim at a ratio of one inspecting officer to about 100 teachers, with such variation as the geographical distribution and size of schools demands.

(f) It would seem beneficial to unify as far as possible the men and women inspectorates at primary level.

(g) Consideration needs to be given to the recruitment and training of inspectors. A greater proportion should have had teaching experience at primary level and a period of probation seems desirable. Systematic induction training for a period of say six months - on a sandwich basis - in both primary curriculum development and in the principles and procedures of inspection, with opportunity for in-service training would be beneficial.

(h) Though regular assessment of work in the schools is clearly necessary, more emphasis needs to be placed on the advisory and creative role of the inspector.

(i) The publication of a national handbook of guidance for inspectors would help them, especially in their earlier days, in the effective discharge of their duties.

(j) Closer collaboration is needed between the inspectorate and the staff of training colleges in the guidance of young teachers and in-service training generally.

(k) The 'centre' school system in rural areas might well become more of a focus for the supervision of the small rural schools in its orbit.

(l) The conditions of work of the primary inspectorate could be substantially improved by better transport facilities and allowances and by better office provision.

APPENDIX IV

The organisation of primary school inspection in Peru

I. INTRODUCTION

1. The purpose of this study is to consider how radical changes in the administrative structure and reforms in the content and methods of education, introduced by the Government in 1972, will affect the organisation of the inspectorate and its effectiveness in carrying out its functions of administration, assessment and advice. The paper examines first the present situation of primary education and second the administrative structure and functions of the inspectorate. It identifies problems likely to arise and draws certain conclusions.

A. THE EDUCATIONAL ENVIRONMENT AND ITS REFORM

(i) Recent Developments in Primary Education

2. The population of Peru in 1973 was about 14 million. Half of this total was under 15 years of age and more than a fifth enrolled in school. Between 1963 and 1970 primary school enrolments had risen from 1.5 to 2.5 million though a quarter of the age-group (6-11 years) were not enrolled by 1973. Repetition of grades and the drop-out rate were substantial, especially in rural areas. As 97 per cent of total recurrent costs were devoted to teachers' salaries, little money was available for the repair of schools and the supply of books and materials. The ratio of teachers to pupils was about 1 : 42, some 38 per cent of teachers had no professional qualification and the salary structure provided little incentive to the exercise of responsibility.

(ii) The Reforms in Education, 1972

3. The principal change in the administrative structure was the introduction of community education nuclei - the grouping of all educational institutions in an area into one unit. The other main features of the reform were:

(a) Increased enrolment in crèches and kindergartens.

(b) The establishment of a 9-year course of basic education to replace 5 years of primary and 6 years of secondary education.
(c) The establishment of 3 cycles of higher education, the first leading to a professional qualification and replacing the former upper cycle of secondary education which was divided into general and professional studies.
(d) Increased emphasis on part-time education through evening study and extension courses for adults, especially industrial and rural workers.
(e) Reform of curricula and teaching methods.
(f) New methods of pupil evaluation.
(g) Automatic promotion from grade to grade.
(h) Retraining of teachers.

(iii) Curriculum Reform

4. By 1972 detailed programmes of study and the relevant books and materials for the first 2 years of the first cycle (Grades 1-6 of the basic primary course) had been introduced into 138 nuclei, about one-seventh of the total expected number. Grave shortages of books and materials were, however, evident in many schools.

(iv) Retraining of Teachers

5. This was being implemented chiefly by the establishment of a corps of 'trainers' recruited from qualified primary teachers who had been given a 9-month training course, in two phases, in the theory and practice of the curricular reforms and then distributed through the 33 educational zones of the country. They conduct vacation courses for teachers in the educational reforms and by 1973 had succeeded in retraining some 6 000 teachers, mainly from the nuclei. Retraining had also been provided for teachers in kindergartens, evening schools and extension courses, and correspondence courses initiated for 28 000 unqualified teachers. The backlog of retraining is however likely to grow through shortages of finance and personnel.

B. THE NEW ADMINISTRATIVE STRUCTURE AND FUNCTIONS OF THE INSPECTORATE

(i) Community Education Nuclei

6. These nuclei, which have developed from rural education nuclei established in 1960, were designed to achieve a more complete mobilisation of educational resources as a social function of the community. A nucleus consists of a grouping of all public and private kindergartens,

primary schools and colleges in an area and the number of institutions included in one unit will vary from 40 in the towns to 10 in the rural areas.

7. The essential point about this nuclearisation, as far as it concerns inspection and supervision, is that it creates a new professional group, the supervisory staff of the nuclei and thereby is likely to entail a change in the role of the existing system of supervision at national, regional, zonal and provincial levels. The director of the nucleus, who is appointed from teacher applicants fully conversant by retraining with the 1972 reforms, is the professional and administrative chief of all state kindergartens and of basic primary schools in his group and is responsible for the supervision of all formal and out-of-school educational activities in state and private institutions. He is advised by a Community Education Council comprising representatives of the teaching profession, parents and the local community. He is assisted by an educational development team of 3 or 4 specialists in basic regular education, laboral (work) education, educational extension, and pupil orientation and welfare.

8. The functions of the specialists in basic regular education are mainly to assist in implementing new schemes in reading, writing and arithmetic and in curriculum planning for the lower grades of the basic primary course, and to retrain the teachers. The specialists in other fields have corresponding functions related to the reforms introduced. The main achievement of these educational development teams is that they have established a continuing dialogue with the teachers, especially in urban areas - those in outlying districts being visited much less frequently, through lack of transport and funds for travel. They spend about two-thirds of their time in visiting schools and conducting seminars and courses and one-third on administrative work. They appear keen and their help and advice are said to be welcomed by the teachers. Their main problems in effecting change are the poor state of many schools, shortages of books and materials and lack of initiative on the part of teachers and heads; and much depends on how far community energies and resources can be mobilised to counteract material deficiencies in the schools.

9. The staffing implications of nuclearisation are considerable. It is assumed that ultimately there will be about 900 nuclei in the country and on present staffing allocation some 7 000 administrative and specialist staff will needed. But there was no budgetary allocation for such staff in 1972. A more basic issue concerns the relationship between the nucleus staff as an instrument of decentralised supervision and the existing structure of supervision at the various levels.

C. THE SITUATION AND FUNCTIONS OF THE INSPECTORATE

(i) Inspection within the Administrative Structure

10. The head of the inspection service, the Inspector-General, is a

member of the 'High Direction of Education' which also comprises the Minister, to whom he is directly responsible and the Director-General of the Ministry of Education. It is thus intended that the functions of the inspectorate should be complementary to the political/administrative functions of the Ministry and it should supervise the whole educational process in carrying out the reforms and ensure that the norms laid down are carried out.

11. The High Direction, responsible for national policies, works through a number of National Directorates, each concerned with a particular area of education, and laying down the standards and norms to be observed and adapted to their own circumstances by the 9 Regional Directorates, the 33 Zonal Directorates and the growing number of Community Education Nuclei. The National Directorates are represented at Regional level by technico/pedagogical teams whose function is to ensure that national norms are observed.

12. In 1973 the national inspectorate was being reorganised and expanded to make it an effective instrument at all levels for verifying and evaluating all aspects, both professional and administrative, of the educational sector and for providing professional guidance. Its service is to include four main sections, at regional and zonal levels.

(a) An office of regional inspection and investigation.
(b) An office of supervision.
(c) An office of audit.
(d) An office of administrative control.

13. The responsibility of the regional supervisor is to ensure that national policies are being carried out in the region and it thus overlaps to some degree the work of the technico/pedagogical teams of the national Directorates (see paragraph 11 above). It also overlaps to some extent the work of the teams of 'trainers' in the regions (see paragraph 5 above). The chain of responsibility is illustrated by the fact that the national supervisors inspect the work of the regions and the zones, the regional supervisors the work of the zones and the nuclei, and the zonal supervisors the work of the nuclei and the provinces.

(ii) Numbers of Staff

14. (a) In the 9 educational regions a total of 261 professional staff attached to the four offices mentioned above (paragraph 12) were engaged in administrative control and professional assessment and advice.

(b) In the 33 education zones there was a total of 900 professional staff, made up of a team of technico/pedagogical advisers and of 17 'trainers' in each zone, and also two inspectors, two supervisors, an assistant and an auditor in each. Thus, leaving aside the national staff in Lima, for which figures were not available, some 1 150 professionals are available for inspection and supervision, in addition to the specialist staff of the nuclei - an apparently generous allocation.

15. The staffing of the national system of supervision in March 1973 was:

National Supervisors	- 10
Regional Supervisors	- 40
Zonal Supervisors	- 69
Provincial and Sector Supervisors	- 217
Total	336

25 of these posts were unfilled.

(iii) Provincial Supervisors

16. These are appointed from qualified teachers with more than 18 years' service. Their salary scale, except in Lima, is the same as that of school directors and class teachers and thus provides no incentive for merit and exceptional service.

a. Numbers

17. The following table shows their numbers in relation to the number of primary schools and teachers in the country:

No. of Supervisors	No. of Primary Schools	No. of Primary Teachers	Schools per Supervisor	Teachers per Supervisor	% of Rural Schools	% of Rural Teachers
217	20 033	64 004	92	295	60.6	31.0

From the above it is clear that in the early stages of nuclearisation the distribution of provincial supervisors does not show sufficient concentration in favour of rural schools which account for about two-thirds of all primary schools and one-third of their teachers. Many of the rural schools are difficult to reach, there is an acute shortage of transport and community participation in rural areas is low. If the educational reforms are to be implemented in such areas, a ratio of one supervisor to about 100 teachers will be needed.

b. Functions

18. These supervisors are expected to divide their time between administration and professional/pedagogical duties in a ratio of about 1 : 3. The former have been lightened recently by the centralisation of salary payments but still entail much record-keeping and statistical work, transmission of documents and investigation of complaints.

Discussion with teachers in some rural areas revealed that visits of supervisors to schools were often more concerned with administrative tasks than pedagogical supervision, though there was evidence that they organised in-service courses in co-operation with training college staff and school directors. They faced a serious problem of shortages of books and materials in the rural schools, which had not yet been nuclearised.

(iv) Zonal Supervisors

19. These are selected by national competition from primary or secondary teachers with more than 15 years service and are expected to have followed a course in supervision, though there are no national facilities for such training. Normally in each zone there is a chief supervisor, responsible for state and private schools at all levels in the provinces and nuclei, assisted by two or three supervisors, with two specialists for physical education.

a. Functions

20. Between a half and three-quarters of the time of zonal supervisors is spent in administration. Their main function is that of ensuring that schools and education offices are observing national norms and regulations, i.e. mainly a process of verification and control; and they work to an annual supervision plan analysing the current educational situation in their zones and listing the specific programmes of supervision to be undertaken. To carry out these programmes teams are constituted of technico/pedagogical specialists, zonal and provincial supervisors and 'trainers'. A record for one zone showed that only 40 per cent of the primary schools were supervised in the course of a year.

(v) Regional Supervisors

21. These are nominated by the Minister usually after competition among teachers of the first category, second class, with at least five years' service and they are expected to be specialists in the sector of education for which they are responsible. Each regional office of supervision has a chief and six supervisors.

a. Functions

22. The plans for regional supervision show an enlightened appreciation of what should be done and their specified duties include the co-ordination, guidance, assessment and control of zonal supervision

offices, working through seminars and courses to diffuse the correct doctrine and techniques of supervision among their subordinates. For financial reasons it seemed difficult for them to carry out their duties effectively. As with other supervisors at lower levels there is no special system of initial or in-service professional training or any period of probation, though there have been from time to time a number of courses for supervisors organised in the country by the National Institute for the Training and Improvement of Teachers and by Unesco/ Unicef.

(vi) National Supervisors

23. There are 13 of these supervisors based in the Ministry of Education and responsible for evaluating the pedagogical work in the regions, zones, provinces and nuclei. They are expected to pay bi-annual visits to the regions and zones, following consultation with the relevant National Directorates in the Ministry and report back to the Minister. Their reports appear to be for the purpose of information rather than action. As at lower levels, financial restrictions preclude their visiting all the regions for which they are responsible. They are persons of high professional competence and experience.

(vii) Methods of Supervision

24. In accordance with national directives it is the duty of all supervisors to note the positive and negative aspects of all institutions they visit and to keep a full record of the 'negative' under the headings of deficiencies, irregularities and observations. 'Positive' aspects are noted in a more generalised form. In visiting a school the supervisory team discusses its plan of action with head and teachers, then visits classes and finally discusses suggestions for improvement with the staff. A form used for the supervision of schools in one zone provided a complete assessment of all aspects of a school's work, organisation and corporate life, marked on a 5-point scale. As regards the pedagogical aspects, a form is used providing a long list of questions on the plan of the school and direction of the learning process, again marked on a 5-point scale. In addition a detailed form may be completed in respect of individual teachers.

25. From observation and discussions with supervisors and teachers the act of supervision appeared to be one of checking and assessment using standard forms and a common mode of marking. This process enabled supervisors to state certain facts about the school - its planning and classwork - but did not permit a thorough and constructive dialogue on how improvements might be affected. It provided a series of assessments designed to show how far the school was complying with the norms

and regulations laid down, but was in contrast to the more participatory and advisory approach employed by the specialist teams of the nuclei and the 'trainers'.

26. Though the general law on education specifies that 'supervision should have a character of encouragement and advice rather than checking and domination' it was evident from a report of 1972 that such an objective was difficult to attain through lack of finance and of well-trained supervisors. School visits were infrequent, brief and of an administrative or fault-finding nature. The heads of the schools did little to supervise their own staff and the teachers lacked constructive help.

D. CONCLUSION

27. (a) Peru has embarked on a major reform of education involving structural change, new curricula and quantitative expansion. The nuclearisation of educational institutions referred to in this summary through which the new programmes are being introduced, covered less than half the primary schools in 1972, mostly in urban areas. A substantial effort by government and Community action will be needed to extend the benefits of the reforms to the rural and mountainous areas.

(b) To realize the aims of the reforms it will be necessary to mobilize community effort to improve the physical state of the schools and to supply teaching equipment. It is also essential that within the nuclei the creativity and enthusiasm of heads and teachers should be stimulated.

(c) Ultimately education at the local level will be organised in 900 nuclei in Peru. It is hoped that finance will allow each nucleus to have an educational development team of four specialists. As far as the primary schools are concerned, the work of the specialists now in office is proving a valuable support to the schools and their help is welcomed by teachers.

(d) At present there is little regular training for heads of schools and they play little part in leading and supervising their staffs in a professional sense. Such training should be undertaken on a larger scale, and the 1 200 teacher trainers in colleges and universities and the various types of supervisor should supplement the efforts of the 400 'trainers'.

(e) As far as supervision is concerned, training and advisory personnel should be mobilised at provincial level for the rural areas and the Sierra. This would reduce the burden of travel and living costs involved in bringing teachers to regional headquarters for training.

(f) The system of inspection seems primarily designed to inform the Minister, by assessment, of the performance of subordinate executing bodies and their adherence to administrative and pedagogical norms. Similarly pedagogical supervision concentrates on checking and assessment, by means of standard forms, of schools and teachers with a special emphasis on identifying deficiencies and irregularities. More stress might be laid on identifying causes of deficiency, on constructive help to remedy them and on commending and disseminating successful practice. The new type of inspection undertaken by the nuclei specialists seems most likely to advance the cause of reform.

(g) The work of all types of officer for the different aspects of inspection is gravely hampered by lack of money and shortage of transport, and specific budgetary provision should be made for this. It is also necessary that education offices, nuclei, headquarters and schools should have professional libraries for their staff and supervision offices should be equipped to provide a forum for professional discussions.

(h) Though some training courses have been provided there are at present no arrangements for national initial and in-service training of supervisors, which is essential if they are to give the requisite high-level assessment and advice. There is need also for special financial incentives at zonal and provincial levels in respect of improved qualifications and meritorious service for both supervisors and teachers.

APPENDIX V

Supervision of primary education in Venezuela

I. INTRODUCTION

1. The aim of this study is to assess the effectiveness of the inspectorate in respect of numbers, qualifications, distribution and training in carrying out its administrative responsibilities vis-à-vis the Ministry of Education and its professional responsibilities to the schools and their teachers at a time of educational reform. The plan of the study is accordingly:

(a) To examine changes particularly in primary or first-level education in recent years;

(b) to see to what extent planning and inspection can resolve the problem of achieving an adequate system of primary education;

(c) to consider what changes are desirable in the system of inspection in order to improve conditions.

A. FREE COMPULSORY FIRST-LEVEL EDUCATION

2. Venezuela in 1971 had a population of 11.1 million, increasing at an annual rate of 3.6 per cent, with two-thirds of the total under 25 years of age. Nearly three-quarters of the people live in urban areas, with constant migration from the countryside. The great potential of the country is being rapidly developed by industrialisation, but there are marked contrasts between the poverty of the rural areas and urban fringes and the prosperity of many city dwellers. Recent educational reforms have been largely inspired by dissatisfaction with the abstract and academic nature of much of the curriculum and by a wish for a more scientifically-oriented education.

(i) Enrolment

3. It is estimated that in 1971 about 70 per cent of the primary age-group (7-14) were enrolled in primary schools and 7.1 per cent in

post-primary. Those not enrolled were mainly in rural areas and the urban poverty belts. The 1969-74 five-year plan projects a 90 per cent enrolment by the end of the period but this is perhaps over-optimistic. There is considerable wastage and repetition of grades in the schools, with a marked difference between urban and rural areas, and radical improvements in school facilities will be needed if full participation in the six years of first-level education is to become a reality. The differences in enrolment between town and country can be largely ascribed to the many country schools with only one teacher or very few, which provide only three or four years of education; there is no structure of larger six-year primary schools with boarding facilities though there are a number of farm schools with an agricultural and craft bias.

(ii) Types of school

4. There are also contrasts in the facilities provided by different types of school and conditions of control. Private schools in the towns, patronised by the elite and often superior in facilities, account for 13 per cent of the urban enrolment. In the public schools standards vary greatly from the first-class 'graduadas' under national or wealthy state control and those in shanty or rural areas. In many urban schools a double-shift system is common. 54 per cent of all children in urban and rural areas are in national schools, 26 per cent in state schools and 7 per cent in municipal schools (the rest being in private schools), with enrolment increasing most rapidly in the state schools. The average pupil/teacher ratio varies from 44 in national schools to 32 in private schools. The Ministry of Education is responsible for supervision of all types of school but most of the states have a small number of their own supervisors.

(iii) Teachers

5. Though unqualified teachers have been largely eliminated from 'graduada' schools they remain a problem in rural and poverty belt areas, especially in one-teacher schools, since there is no financial inducement to attract qualified teachers to such schools and no special training for them. There is considerable variation in the knowledge and ability of those who graduate from the teacher training colleges in the absence of any common national examination for teachers. As from 1972 training for primary teachers will extend over six years (3 years general secondary plus 3 years of specialised training). There are 11 national training colleges, with an average college enrolment of 830 students and 45 private colleges with an average of 180. Qualifications of the staff of national colleges are superior to those of the staff of private colleges. There is much wastage of students and repetition of courses in the colleges, perhaps related to the quality of tuition.

6. The national schools, which account for about half the primary teaching force, are staffed by teachers selected on merit from those who have served in state, municipal or private schools or by competition for qualified teachers, not necessarily with teaching experience. In 1972 some 85 per cent of all primary teachers were women, far too high a proportion in the estimation of the inspectorate, but equality between the sexes at this level seems a long way off. Teachers' basic pay has been substantially increased recently but there are no conditions attached to such an increase such as a required period of probation or attendance at in-service courses. Promotion to the post of school director is made by the Head of the Regional Education office with advice from the zonal supervisor, but there is little financial incentive to the class teacher to seek promotion.

(iv) Buildings

7. A problem of school building, important to the inspectorate in trying to ensure a satisfactory primary education, is the large number of one-teacher schools; most larger schools in the towns are overcrowded and on a shift system. The states and municipalities, which have carried the main burden of increasing primary enrolment, lack the financial resources to improve physical conditions, while in recent years the Ministry has given priority to capital construction in higher education rather than in primary.

(v) New Media, Books and Materials

8. Much innovation has taken place in the use of television, radio and visual aids, and also in the production of books and materials for primary pupils and teachers, but so far largely on a pilot basis. In 1973 about 5 per cent of primary schools had television sets, programmes for all levels of education being produced by the well-staffed Visual Aid Division of the Ministry. This medium is also used for in-service training of teachers and for examination-revision by secondary pupils, and three inspectors have special responsibility for supervising the conduct of television courses in schools. The use of radio and film is not yet common in primary schools.

9. Visits to schools showed a wide variation in the provision of visual materials, those in rural areas being almost wholly deficient in this respect. Textbooks and writing materials are supplied free to pupils in need; but there is a general shortage of books, particularly those adapted to the new primary curriculum. The main agency for research on textbooks and teaching materials is the Book Bank, a private organisation supported by Government which operates in three cities. This Bank has achieved remarkable results in some regions and has initiated a very successful library service for primary schools on a pilot basis, with a training programme for teachers and librarians.

It also publishes an annual catalogue of primary textbooks, assessed by criteria laid down by the Ministry.

(vi) Curriculum Reform

10. Since 1969 a new first-level curriculum and new methods of pupil evaluation have been put into operation under the direction of the Curriculum Division of the Planning Directorate of the Ministry (Eduplan); new programmes for primary grades 1 and 2 were introduced in 1969/70, for grades 3 and 4 in 1970/71 and grades 5 and 6 in 1971/72. The production, printing and distribution of these programmes is a major achievement. Their consolidation in the schools presents a major task to the inspectorate and will involve a massive enterprise of training and retraining of teachers.

11. The main aims of these new programmes are to encourage active learning on the part of the pupils, to integrate the whole curriculum and to make it more relevant to the pupils' needs and environment and to develop the teacher's role as guide rather than instructor. Each of the nine main areas to be covered by the primary curriculum are spelt out in detailed objectives to be reached by a logical sequence of learning activities. Each page of the programme, which runs from 450 to 500 pages for each grade, is presented in seven columns related to objectives, contents, activities of pupils, of teachers, evaluation and materials. There is, however, only one programme for large urban and small rural schools.

12. New and quite detailed methods of continuous evaluation of pupils, also prepared by Eduplan, have been introduced into the schools simultaneously with the new curriculum, which will involve the teachers in learning the new techniques and in much paper work. For the first three primary grades promotion of pupils with regular attendance will be automatic and thereafter determined by assessment and attendance. The success of these new arrangements will depend largely on the competence and motivation of class teachers and school directors. It is difficult to see how they can be fully applied in one-teacher schools, which cannot cover all nine areas of the curriculum.

13. All these measures have been introduced against a background, as stated above, of incomplete enrolments, inadequate numbers and qualifications of teachers, short supply of books and visual aids and a gross deficiency of school buildings. Their implementation presents a serious challenge to the inspectorate, which has not been closely involved in the preparation of the new curriculum and which is charged with heavy duties in carrying out existing policies and instructions of the Ministry.

B. ORGANISATION AND STAFFING OF THE INSPECTORATE

14. This challenge comes to the inspectorate at a time when the

possibilities of co-ordinated action on the part of different agencies within the educational system appear to have been reduced as a result of administrative reforms not yet consolidated, and by a shortage of professional supervisory staff with the requisite training. The main factors involved are:

- Dispersion of the activities of primary school inspectors at central and national levels in relation to the tasks laid down by the Education Law.
- Regionalisation of inspection accompanied by a new unified system of supervision.
- Lack of qualified officers at district and local levels.

(i) Activities at the Central level

15. Various articles of the Education law of 1955 specify the legal basis for supervision and the requirements for exercising the duties of an inspector and the qualifications for that post. Not all the requirements are, in fact, met; for example, the requirement that an inspector before appointment pass a competitive examination is not complied with; and inspectors are called upon to inspect at levels of education for which they are not officially qualified. The same law also specifies in some detail the functions to be performed by the inspector and requires him annually to submit a record of all his activities of the preceding year. But there is no national plan for the coming year. A detailed definition of the standards, duties and responsibilities presented for school directors and inspectors at regional and district levels is set out in an annex to the full report of this case study.

(ii) Administrative Reforms at Central level

16. The administrative structure within which the inspectorate operates at central level is complex and has been subject to several changes in recent years. Officially up to 1969 but in practice until 1972 the Directorate of Primary Education and Teacher Training exercised a unified control over all aspects of primary education and hence both the administrative and the professional aspects of inspection. This Directorate has now become a Division of one large new Directorate (Docencia), constituted to exercise a unifying control over all teaching staff; and the Division is responsible now only for urban and rural primary education (in two departments), having shed its previous responsibilities for pre-school education and primary teacher training, and with its planning and curricular responsibilities transferred to Eduplan (see paragraph 10). The administrative aspects of primary education are now shared between the Directorate of Administration and that of Budget co-ordination.

(iii) Organisation of Inspection

17 In the Directorate of Docencia an advisory commission of three Inspectors advises the Director on inspection programmes of all types. The Division of Primary Education is one of four divisions within this Directorate and the most important as regards the number and duties of the primary inspectors within it. They tend to be employed on duties beyond the first level of education, for which they were appointed. Thus in 1973 they were heavily involved in introducing new curricula in the upper secondary, or diversified, cycle of education.

18. The main task of the inspectorate at this national level was seen by the Director of Docencia to be that of making inspection effective. Many schools were not being visited by regional and district inspectors at a time when with the introduction of new teaching and evaluation programmes such visits were very necessary. Consequently the national inspectors in 1973 were making frequent visits to the regions and districts to supervise the work of their subordinates. There was, however, no general plan in Docencia for specifying the objectives in primary education for each region. In fact, the duties of the national inspectors appeared to be largely administrative and directed towards ensuring that regional and district officers were carrying out their specified duties. The function of professional assistance to teachers or advice to administrators was no longer being performed in any substantial way at national level.

(iv) Staffing of the Inspectorate at Central and Regional Levels (1972 Budget)

19. (a) National level: In addition to the Director of Docencia there were 21 inspectors engaged in inspection duties, 10 for rural and 11 for urban education. The other 37 inspectors employed at headquarters and authorised by the budget were engaged in non-supervisory activities.

(b) Regional and District levels: The inspecting service located in the 8 regions (see paragraph 20 below) comprised 828 officers (830 authorised by the budget). Of these 206 were inspectors, including 12 women. The remainder were directors of rural school groups or teaching advisors to rural groups and to grades 1 and 2 of urban schools (maestras asesoras - see paragraph 21).

(c) Ratios of Inspecting Staff to Schools and Teachers: Taking all the officers mentioned in (b) the ratio was 1 to 13 schools and 63 teachers. Taking account of the remarkable attempt since 1959 to assist rural teachers the ratio in rural areas was 1 to 12 schools and 19 teachers. In urban areas, on the other hand, the ratio was 1 to 13 schools and 152 teachers.

(d) The distribution of full inspectors by regional zone,

enumerated in the main case study, shows that numbers have not been adjusted in recent years to take account of the rapid growth of education in urban centres. For example, the highest ratio, 1 to 67 schools and 447 teachers, is to be found in the Capital region of Caracas and the lowest 1 to 28 schools and 92 teachers in a rural zone.

(v) Inspection Activities at Regional and District Levels - The Regional Structure

20. Plans for regionalisation of the educational system, including supervision, designed to secure greater decentralisation and co-ordination of activities was introduced by Government in 1969 but not yet implemented at the time of this study. These plans designate 8 regions to incorporate the previous 21 states and 2 special areas and accordingly the previous 21 primary inspection zones. Each region has a Regional Education Office, headed by a Chief responsible to the Directorate of Docencia at the Ministry who administers all educational activities in his region. His office has 5 co-ordinating sections, duplicating those in the Ministry, responsible respectively for planning, general services, teaching staff (including supervision), control and evaluation, and adult education. The section co-ordinating teaching staff is intended to unify all aspects of supervision. The problem with a shortage of inspectors for basic and other areas of education, is to integrate old systems into the new structure. The 21 Regional Inspectors of the previous system are now distributed between the 8 Regions, but some, for example those in Caracas, are responsible to the Head of the Regional Education Office in the capital, while others operating in the same areas as in 1968, are responsible to the Head of the Division of Primary Education.

21. Each regional zone is divided for primary education into between 3 and 5 school districts, according to the size of the school systems and the geographical area, and each district has an inspector. As assistants to these District Inspectors there are a certain number of advisory women teachers (maestras asesoras) whose task is mainly to provide special assistance to teachers of primary grades 1 and 2. They report directly to the Institute of Professional Improvement of Teachers, now under a new Directorate for Control and Evaluation - separate from Docencia. There is also in each regional zone a supervisor for rural education.

(vi) Work Plans for Zonal and District Inspection

22. A work plan for zonal (regional) and district inspection is drawn up at the beginning of each school year and evaluated later in that year. It incorporates the general objectives for inspection, as specified by the Ministry, and details the various procedures to be followed by inspectors and directors of schools, and the documents needed such as the

compilation of monthly work programmes by inspectors, various types of report, training schemes and the statistical information required. A list of the special responsibilities and duties of school district supervisors is given in Annex I to this summary.

23. A scrutiny of examples of these annual plans reveals the considerable efforts made to plan school visits and meetings with teachers and parents; the system of 'maestras asesoras' is working well; the need for subject inspectors is acute, only physical education having a specialist inspector; much time has to be spent in investigating school attendance of pupils and also absences of teachers and school directors. The introduction of the new curricular programmes requires that all teachers and directors should have copies, but there are serious deficiencies of supply and their implementation is often hampered by lack of equipment, absence of staff and insufficient in-service training. Such training as could be observed during the study tour given by inspectors and training college staff, evoked enthusiasm from teachers; but a more sustained programme was evidently necessary for the successful introduction of new teaching methods and for mastery of the new techniques of evaluation. The inspectors, with school directors, are required to submit statements about the needs for school construction and repairs and also the supply of equipment and materials, enlisting the help of parents' associations where possible.

24. The primary inspector, therefore, is expected to perform a wide variety of duties. Many of these are of an administrative nature, such as proposing promotions, transfers of staff and the sanctioning of leave arrangements. He does not seem to be in a position to give detailed pedagogical help to teachers, except to assist in vacation courses, and there is no handbook or guide to inspection to help him. He is also responsible for administrative work connected with lower secondary education. In effect his work is more bureaucratic than creative. He tends to rely on his inspecting assistants for guiding teachers in grades 1 and 2. He is also handicapped by lack of office facilities and is not assisted to buy a car, though he receives an official travelling allowance.

25. These inspecting assistants pay four types of visit to the schools - investigation of problems, guidance, follow-up and administration. The guidance visits seem to exemplify inspection in its more enlightened sense in that they are concerned with observing and assessing, as objectively as possible, what goes on in the classroom and in making and discussing with teachers suggestions for improvement. In reporting on each visit they use a brief standard form for assessment. Supervision of the upper grades of the primary schools is expected to be undertaken by the school director and sub-directors but there was little evidence that this was thoroughly carried out and there is need for a new approach to the definition of the Heads' duties as regards teaching supervision and their training for such duties.

(vii) Rural Schools

26. Help given to these schools appears to be very thorough, as the ratios given in paragraph 19 (c) above would suggest. In each zone are a number of school groups, covering about half the schools, each comprising some 20 single-teacher schools, controlled and advised by a group director, assisted often by a demonstrator required to give specimen lessons. Each school must be visited three times a month and training courses are held on Saturdays. In 1972 the main effort in these groups was directed to following up the subject areas of the new curriculum for grades 1-6 - a difficult task as the schools lack equipment and materials and the single teacher is faced with teaching all subjects to three grades. Discussions with teachers revealed their appreciation of the help of the inspecting assistants and the demonstrators but also a feeling that they were too burdened with administration. A more general view expressed was that real supervision in the sense of professional advice and leadership was lacking. Venezuela had acquired a great experience of creative inspection; but because of frequent movement and changes of experienced officers, often because they did not enjoy the confidence of the political authorities, the hierarchy of competent inspectors enjoying real responsibility had weakened.

(viii) Training of Inspectors

27. The main problem with the primary inspectors appears to be in their relatively low professional and academic standards. They are mainly recruited from the directors of primary schools, with more than 20 years' experience and have been mostly trained in supervision by a 3 months' course in each of 3 successive years, given by the Institute for Professional Improvement in Caracas. Since 1969 these courses had been suspended and the effect felt particularly by those who had not completed their training by that date. Since the inspectors are not well prepared, nor accepted by school directors for inspecting lower secondary education, which they are expected to do, the majority of them are to be given a series of intensive courses, either by correspondence or by vacation courses, which will lead to a degree in education entitling them to teach in lower secondary, by the above Institute. It may, however, prove difficult to train the existing primary inspectorate, however experienced and reliable, given their outlook on control and management, for a new type of inspection involving much fuller consultation with teachers in consolidating the reforms in education.

28. It would seem that two types of inspector administrators and subject specialists are required in the zones and districts. Their career might be from primary teacher to graduate in education, followed by a postgraduate course with specialisation either in administration or subject-training. The difficulty at present is that of ensuring the new orientation of primary education when the present main objective of the authorities is the reform of secondary education.

According to some national experts it seems necessary to train initially 10 subject and 5 administrative specialists at primary level for each of the 8 regions.

C. CONCLUSION

29. (a) There is urgent need to consolidate the major changes in curriculum and in the administration of education introduced in recent years. A period of stability is needed for at least five years to achieve this.

(b) The work of the inspectorate would be greatly assisted if all resources could be mobilised to achieve full enrolments in the rural and poverty belt areas, the single-teacher schools were replaced by appropriately located large schools, the double-shift system was abolished by a major school building programme, and the supply of teaching aids and materials increased.

(c) Reorganisation within the Ministry has dispersed the professional and administrative supervisory services for primary education and the number of inspectors available for supervision has declined at national level. A national and coherent plan for supervision is required to consolidate the new teaching programmes and system of pupil evaluation.

(d) The new regional structure is not yet functioning as intended and there is little autonomy granted by the Ministry to the regions in respect of planning, budget execution and disposal of resources.

(e) Though the proportion of inspectors to schools and teachers at district level is quite favourable, the work of the inspectorate appears to be overly bureaucratic, is unevenly distributed and lacks specialisation. It may be desirable in the first instance to train 40 administrative and 80 subject specialists for the 8 regions.

(f) It is necessary to strengthen the position and define the tasks of district inspectors with a view to developing their creative functions in the schools, which at present are diminished by the amount of routine administrative work they are required to do. They should be supported by proper office facilities, loans for the purchase of cars and prompt payment of travel allowances. There should be greater working co-operation between them, the teacher training colleges and university faculties of education.

(g) The organisation of the system of inspecting assistants for primary 1 and 2 and of rural school group directors and demonstrators is of great interest and merits careful study by other countries. But the problem of adequate rural primary education cannot be solved by inspection alone;

it must be linked with a strategy for building larger school units and with the economic and social development of the rural areas.

(h) Greater financial incentives, linked to successful performance and attendance at training courses, should be provided for teachers, school heads and inspectors.

(i) The progress towards greater unification of the teaching profession and of the inspectorate is praiseworthy, but further recruitment of inspectors and assistants is necessary to remedy the deficiencies that have accumulated. A complete national five-year plan of recruitment and in-service training for teachers, directors and inspectors is required. The enlightened policy decisions taken in Venezuela in recent years to improve the quality of education might now give rise to practical measures designed to ensure creative teaching and learning in the schools, supported by effective inspection and a more active role in stimulating teaching on the part of school heads.

ANNEX I

Special Responsibilities and Duties of School District Supervisors in Primary Education

In addition to the common duties and assignments, School District Supervisors in primary education have the following special duties and responsibilities:

(1) To direct and guide the work of the School District, both as to teaching and as to administration.

(2) To guide and evaluate the planning of school work; the interpreting, application and enriching of the curriculum; the use of teaching techniques, methods, procedures and forms; the use of school output evaluation techniques; the organisation and implementation of school commencements and the performance of supervisory activities on the part of school managers.

(3) To collaborate with the Regional Supervisor in directing and organising the teaching and administrative work to be performed by the Zone.

(4) To submit the District Work Plan, drafted in accordance with the rules laid down, to the Regional Supervisor.

(5) To attach due importance to the Council of Directors, so that it can most effectively carry out the functions assigned to it.

(6) To visit teaching establishments in the School District concerned on a regular basis to check and offer guidance on the following aspects, among others:
Compliance with the Education Law and its Regulations, and with other instructions from the competent authorities; development of the school's General Work Plan; the interpretation and application of the curriculum; attendance and punctuality of staff and pupils; the climate of human relations among the staff, between staff and pupils, and the relationships between school and community; the performance of managerial staff and its impact on classroom activities; the organization and functioning of the records department; proper collection and remittance of taxes. To produce a report with recommendations and guidance based on his observations in each case, all in accordance with the standards issued by the Department on visit reports.

(7) To submit a detailed report to the Regional Supervisor on any irregularities observed in the course of supervisory visits being of a kind or scope requiring the intervention of higher authority, and to suggest appropriate measures.

(8) To analyse work plans and reports produced in the District and any other documents necessary; to notify the Regional Supervisor of his considered opinion on such documents and provide the appropriate guidelines in each case.

(9) To ensure that teaching establishments are equipped with essential teaching material and furniture, and to check that it is in place by means of inventories.

(10) To ensure that staff at official schools takes good care of buildings, furniture and materials and that these are used for their proper purpose.

(11) To strive at all times to ensure that the atmosphere in his area comes up to the necessary standards to provide children with a proper education; to encourage staff to be constantly improving their teaching methods and to foster the interest and co-operation of the community in the task of the school.

(12) To guide and encourage the preparation of teaching material using resources available in the school and those provided by the community.

(13) To guide the peri-school institutions in their organization and functioning, and to foster the creation of such institutions as may be necessary to improve the effectiveness of the School.

(14) To pay particular attention to supervising the use made of budgets, gifts, subventions and other income received by official institutions, and to the administration of the funds of the peri-school institutions operating within them.

(15) To make all necessary arrangements for all staff appointed to managerial posts in official schools within the jurisdiction of the District to receive the essential training to fit them for these posts and render them more effective in discharging the duties assigned to them.

(16) To provide the Regional Supervisor concerned with regular or occasional written reports as may be required.

(17) At the end of the school year, to draft a detailed report of the work carried out in the District for submission to the Regional Supervisor.

(18) To prepare annual staff performance reports for directors of schools within the District and submit these to the Regional Supervisor.

(19) To co-ordinate the work of the schools in accordance with the directives of the Regional Supervisory Council, so that the School District can achieve:

(a) Standardisation of approach, technically and administratively;

(b) Effective solutions to problems common to the District and a contribution, similarly, to those of the Zone;

(c) The opportunity to foster an appropriate climate of human relations;

(d) A position to offer equality of opportunities for professional advancement to the managerial and teaching staff within his jurisdiction.

(20) To summon regular meetings of the Council of Directors in accordance with instructions from the Regional Supervisory Council or as required by the needs of the School District.

(21) To suggest candidates to the Regional Supervisor for appointments, promotions, transfers, temporary appointments, retirements, pensions, decorations and honourable mentions.

(22) To undertake studies with a view to informing the Regional

supervisor on District requirements for increases and reductions, mergers and transfers of schools and grades.

(23) To carry out the appropriate investigations to inform the Regional Supervisor of District requirements as to buildings, rebuilding, rental or closing of school premises and acquisition or extension, repair or alienation and distribution of teaching material and furniture.

(24) To verify the facts adduced in applications for registration from private institutes and to provide the Regional Supervisor with a detailed report on the desirability or otherwise of allowing such applications.

(25) To request the Director of the School to call a Council of Teachers when necessary.

(26) To attend meetings of the Council of Teachers at schools in his District whenever he considers this desirable.

(27) To apply to the various sections of the Regional Supervisory Office for studies, data, information and references needed for the proper discharge of the supervisory function assigned to him, all in accordance with any rules laid down for such cases by the Office.

(28) To grant leave applied for by District staff, in accordance with relevant rules and regulations.

(29) To perform the functions of Director of official institutes when so decided by the Ministry of Education.

(30) To carry out the other functions inherent in the post or assigned by higher authority.

APPENDIX VI

Primary school inspection in Zambia

I. INTRODUCTION

1. As with the other case studies, the purpose of the study tour undertaken in Zambia in 1973 was to examine the functions and methods of work of the primary school inspectorate, to note those practices and arrangements which seemed to be effective and to make practical suggestions in respect of operation, staffing, recruitment and training. This paper is accordingly divided into three sections:

(a) An examination of the main developments taking place in primary education;

(b) an analysis of the main features of primary inspection within the above context;

(c) a summary of conclusions.

2. Zambia, which became an independent nation within the Commonwealth in 1964, covers an area of about 290 000 square miles and is divided into eight Provinces. For the purpose of educational administration there are nine Regions, which coincide with the Provinces, except that Central Province, because of its size of population, is divided into the two Regions of Lusaka and Kabwe. The seat of Government is the capital, Lusaka. Each Province is administered by a Minister of State and is divided into districts, each headed by a Governor. In 1971 the total population was estimated at about 4.5 million, increasing at an annual rate of about 2.8 per cent, with some 46 per cent of the population under 15. There are striking demographic and economic contrasts between the thickly populated and industrialised urban areas of the 'line of rail' from the Copperbelt, through Lusaka to the Rhodesian borders, and the vast tracts of the thinly populated rural provinces which cover most of the country. There is a large number of tribal languages but seven main Zambian languages, spoken in different Provinces, are taught in the schools in addition to English, which is begun in the first grade and becomes the medium of instruction in the upper grades.

A. PRIMARY EDUCATION

(i) Structure

3. Primary education, which starts officially at the age of 7 and extends for 7 years, is divided into two stages: Lower Primary (Grades 1-4) and Upper Primary (Grades 5-7). It is free but not compulsory. There are categories of primary school: government, accounting for 74 per cent of the total enrolment; aided (provided by the voluntary agencies, chiefly the Missions) 25.3 per cent, and private 0.7 per cent. There is a small number of 'ex-scheduled' schools in the richer urban regions, with a substantial proportion of expatriate staff and pupils and with very good buildings and equipment. In 1972, 42 per cert of the 2 461 primary schools in the country were Lower Primary only, 2 per cent Upper Primary and 56 per cent Full Primary - the biggest proportion of the last category being in the urban regions.

(ii) Expansion

4. A main aim of successive national development plans since Independence (1964/66 1966/70 and 1972/76) has been to increase primary enrolment towards universal enrolment for the Lower Primary stage and ultimately to the Upper Primary - giving a full 7-year course for all children. This expansion has certainly been impressive over the years but not all targets have been realised and there are wide regional differences. The Ministry's report for 1970 for example estimated 80 per cent of the age group enrolled in Lower Primary but targets for the first grade of Upper Primary were not met especially in rural areas. The current development plan (1972/76) states that 'reliable comparisons between population and enrolment and therefore accurate planning will be impossible until census data are properly analysed, compulsory birth registration implemented and the age of admission to Grade 1 strictly controlled'. It is also admitted that the substantial expansion that has taken place has been achieved at the cost of large-scale over-enrolment and repetition of grades, triple sessions (three shifts) in some urban Upper Primary schools and the use of temporary, incomplete and dilapidated buildings. The targets of the current Plan in respect of primary education are:

- To provide sufficient new Lower Primary streams to match population growth.
- to provide sufficient new Upper Primary streams to achieve a national progression rate of 80 per cent from lower to upper Primary.

(iii) Teachers

5. In 1972 the proportion of untrained primary teachers was 12.8

per cent, a decrease on the previous year, untrained men outnumbering untrained women by 3 to 1, though in total the ratio of men to women is 2 to 1. Again there are marked differences in this respect between urban and rural regions. Only 2.7 per cent of all teachers are non-Zambian. The all-over pupil-teacher ratio was 48.5 to 1, though the average class size was about 40, the reason for the disparity being the large number of schools which work a double or even a treble-shift system. The disadvantages of such systems are deplored by all.

6. Primary teachers are trained on a two-year course in eight teacher training colleges for lower Primary or Upper Primary. The current development plan proposes an increase in the annual output from 1 000 to 1 500 teachers to match increased primary enrolment by expansion of existing colleges and the building of new ones. The academic background of students entering from secondary schools is improving, leavers from the junior secondary course at Form III being steadily replaced by those from Form V with a school certificate. Of the staff of the colleges 55 per cent are Zambian but their academic qualifications are in general inferior to those of non-Zambians and an all-round improvement in such qualifications will be needed to match the improving background of the students.

(iv) In-Service Training

7. At the time of the visit 500 primary teachers were following a one-term in-service course in the Zambia Primary Course at four colleges. The main institution for in-service training is the National In-Service Training College near Lusaka which was expanding its accommodation to retrain 1 000 teachers a year. Since its foundation in 1970 it has performed a very important function in retraining principally lower Primary teachers, but also Heads and Inspectors. The training provided seemed thorough and enlightened. In addition there are shorter in-service courses held all over the country, organised by the inspectorate, referred to in a later section.

(v) School Buildings

8. There is a wide variation in the standard of primary accommodation from well-found buildings, principally in the urban regions, to poor buildings often in need of repair, many of which were erected, especially in rural areas, by community self-help schemes under the Transitional Development Plan, soon after Independence. Housing for teachers is also often unsatisfactory. A particular need was for better storage facilities and furniture. The Ministry's Primary School Building Research and Development Unit is investigating cost estimates and working on prototypes for more economic and functional buildings.

(vi) Books and Teaching Equipment

9. In those primary schools following the Zambia Primary Course there is a good supply and wide variety of books and instructional materials which have transformed the environment in which pupils learn. This richness is in striking contrast to the meagre supply in those schools to which the Course has not yet been introduced. There is a general need to develop more school libraries - only a sixth of the schools having them - though splendid efforts had been made in this direction in the Copperbelt Region.

(vii) Curriculum

10. Reference has been made above to the Zambia Primary Course, produced by the Curriculum Development Centre in Lusaka which is eventually to cover all seven grades of all primary schools. This course is carefully designed to promote active learning with subject-matter relevant to the Zambian child's environment and interests and to integrate as far as possible the various subjects and skills of the curriculum. It includes a wide range of textbooks, readers, teacher's handbooks and pupil's workbooks together with a supply of visual materials and learning aids, particularly for younger pupils. The course is very carefully structured and particularly in English, Mathematics and Zambian languages the teacher is expected to follow the syllabuses and instructions systematically.

11. The Course, beginning with four classes, has been introduced grade by grade into an increasing number of schools. By 1972 some 55 per cent of lower Primary grades were following it and about 19 per cent of upper Primary grades. But the rate of introduction has varied markedly from region to region: in the urban Copperbelt and Lusaka regions in 1972, 94 per cent and 92 per cent of lower Primary grades were using it, but the corresponding percentages for the rural Northern and Eastern regions were 38 and 35. A sustained effort will be needed to spread its benefits evenly through the country as a whole. The primary inspectorate has had a good deal of responsibility for ensuring that the necessary books and materials reach the schools on time and many problems of delay in printing and of distribution have had to be overcome - as well as of providing suitable storage in deficient school buildings. Partly because the curriculum writers, faced with severe deadlines, have been unable to visit schools using the course frequently, evaluation of the course through field-testing has not been as systematic and comprehensive as desirable, and steps were being taken to appoint officers with professional training in curriculum evaluation for this purpose.

(viii) The Curriculum Development Centre

12. This Centre was established in 1970, evolving from the previous English Medium Centre, with its first Director recruited by Unesco. At the time of this visit it had a staff of 39, of whom 26 were Zambians, including three seconded from the inspectorate, distributed over the various subjects of the curriculum. The Centre, under the control of the Ministry of Education and until 1973 directly responsible to the Chief Inspector of Schools, was in that year being substantially reorganised, to be governed by a Curriculum Council on which the senior inspectors would be represented and to work through a series of subject committees which would include inspectors. Its output has been impressive and much of it carefully planned and attractively produced and illustrated. A major challenge facing the Centre and all concerned with education is that of producing curricula for the upper grades of the primary school, and post-primary training for the 80 per cent of pupils who will not gain admission to a secondary school and for whom wage-earning employment will be scarce - a severe problem facing not only Zambia.

(ix) Psychological Services

13. With the recent establishment of an Examinations Unit in the Ministry to organise all examinations, especially the primary leaving certificate and secondary school selection examination at the end of upper Primary, this service is likely to be less concerned with formal examining and to devote more attention to psychological testing. It works closely with the Inspectors at headquarters concerned with Special Education (handicapped pupils), but there seems to be a need for keeping primary inspectors more closely in touch with its operations and research.

(x) Educational Broadcasting and Television

14. These services form a division of the Zambian Broadcasting Service but the professional staff which includes six TV and nine radio producers are appointed by the Ministry of Education. The inspectorate is concerned, with others, in programme policy and script writing, the main purpose being to produce programmes which will enrich the school syllabuses. Television is confined to schools on the 'line of rail' (paragraph 2) but radio programmes can reach all schools and most possess radio sets. A weakness, as with the new curricula, is the lack of systematic evaluation and perhaps the inspectorate and training college staff need more training in the educational uses of the media.

(xi) Conclusion

15. Many striking developments have taken place in primary education in the last decade with rapidly increasing enrolments, which have put a severe strain on accommodation, but with marked differences between the richer and poorer parts of the country. As far as the quality of primary education is concerned, the most important development has been the introduction, on the whole successful, of the Zambia Primary Course and the retraining of teachers which has accompanied it. One of the principal tasks of the inspectorate has been to promote this process of change and to assess the results. The next section examines the contribution of the inspectorate having regard to its structure, staffing and training.

B. PRIMARY INSPECTION

(i) Organisation and Staffing

16. The inspectorate in Zambia is a national service, headed by a Chief Inspector of Schools in the Ministry of Education directly responsible to the Permanent Secretary and the Minister for the maintenance and development of educational standards in the schools and for directing and co-ordinating all inspection services. He is supported by 27 inspectors at headquarters, among whom are two senior inspectors of primary education, one specifically for primary teacher training and by two inspectors, primary. They all work in close consultation with administrators in the Ministry and advise on the professional and qualitative aspects of educational planning.

17. At regional level there is a similar division of function between the administrative service and the inspectorate. Each region is headed by a Chief Education Officer, who, with his executive and technical staff, administers all educational services in his region and exercises budgetary control. On the inspectorate side for primary education there is in charge a senior primary school inspector (S.P.S.I.) assisted by a number of primary school inspectors (P.S.I.), responsible for professional supervision of the schools, and advisor to the Chief Education Officer on professional matters. Each region is divided into a number of districts and the P.S.I. are either based in these districts or work from regional headquarters. There are also a number of subject senior primary school inspectors in each region with special responsibility for developing certain subjects of the curriculum. All regional inspectors are responsible to the Chief Inspector through their senior colleagues. The legal basis for inspection is embodied in the 1966 Education Act, amended in 1972 to deal with the inspection of private schools.

18. The 1972 establishment of the whole inspectorate was 170, increased from 68 in 1968, with 28 posts at Ministry headquarters and 142 in the regions. All posts at headquarters were filled in 1973 except that of senior inspector of women's education; in the regions, 28 posts

of secondary inspectors and 37 of primary school inspectors were unfilled, but at the time of the visit candidates were being interviewed for these vacancies and it was expected that the primary complement would soon be filled.

19. At regional level at the beginning of 1973 the staffing position was as follows:

Establishment		In Post
9	Regional SPSI	9
21	Subject SPSI	19 (1 at H.Q.)
80	PSI	43 (2 at H.Q.)
2	Primary School Advisors	2
112		73

The increase in establishment from 1971, when it was 60, is due to the recent creation of 21 subject posts and 30 additional P.S.I. posts. The primary school advisers are expatriates on contract, one of whom is based at headquarters. All the others, with the exception of one Regional S.P.S.I. are Zambians. But there are only four women in their numbers, two of whom are responsible for Homecraft and two for Special Education, though there are several Homecraft organisers in the regions. Recruitment of women to the service has always proved difficult.

20. Taking all primary inspectors in the regions, the ratio in early 1973 was 1 inspector to 31 schools and 229 teachers, with a variation from 1:12:141 in the capital region of Lusaka to 1:78:370 in the rural Northern Region which has a large number of small primary schools offering only the first four grades. If and when all the authorized P.S.I. posts are filled (paragraph 18), the country ratio will be more satisfactory at 1:29:214, though it will be necessary to correct the imbalance between regions and pay particular attention to the smaller rural schools. The inspectorate is assisted in the case of the larger primary schools by 'senior teachers' (formerly known as teacher-supervisors) whose duty is to supervise the teaching of the lower Primary grades. They provide valuable help to heads and inspectors with the implementation of the Primary Course.

(ii) Recruitment and Training

21. The minimum academic requirements for primary inspectors are passes at Ordinary level of the G.C.E. after five years of secondary school, together with a Teacher's Certificate and at least five years teaching experience. Vacant posts are advertised and selected applicants interviewed by a panel of senior inspectors and administrators and those chosen recommended for appointment by the Public Commission. There is a six months probation. Of the present inspectors in the regions, the average age was 42 and nearly 50 per cent have been recruited in the last three years. The normal route of promotion is from P.S.I. to S.P.S.I. (Regional or Subject) and thence to Inspector

of Schools or Senior Inspector. The salary scale shows P.S.I.'s rather above that of Head-teachers and S.P.S.I.'s close to that of College lecturers (Grade 1). There would seem to be a case for upgrading the post of Regional S.P.S.I. in view of their wider responsibility for controlling primary inspection in their regions and training new inspectors. All inspectors receive the same benefits, e.g. car loans, housing allowances, as their corresponding grade in the Civil Service.

22. A weakness is the lack of a systematic course of training on appointment, and it was learned after the study tour that a three-year training project for inspectors and administrators under discussion between the Ministry, the University Institute of Education and two foundations from the Netherlands had fallen through. Training 'on the job' can be valuable under the right Regional Inspector as was observed in the very thorough system in force in the Copperbelt Region; but it should be supplemented by a thorough course, perhaps at Nistcol (paragraph 7). There is, however, a very useful guide to inspection, compiled by senior inspectors and called 'Notes for Primary School Inspectors'.

(iii) Duties and Activities

23. Headquarters Staff. The Chief Inspector and his Deputy have overall responsibility for the whole inspectorate service, recommending appointments to this and the Curriculum Centre and Psychological Services and approving their projects, advising on staffing, and initial and in-service training of teachers, and approving syllabuses and teaching materials. More directly one of the Senior Inspectors of Schools, Primary, co-ordinates the work of the inspectorate in the regions and advises on the staffing and curriculum of the primary schools, assisted by two inspectors, each responsible for a group of subjects in the curriculum and for noting all inspection reports from the regions. All these headquarters inspectors themselves take part in inspections. They maintain contact with the regions through correspondence, issue of memoranda, periodic meetings of inspectors at headquarters and regular visits to the regions. The latter, as observed by the consultant, were clearly appreciated by inspectors working in the field. The impression gained was that the headquarters inspectors had a close knowledge of the state of education in the regions and the work and conditions of work of their field colleagues. It was also clear that they exercised a good deal of influence on qualitative developments in education through their contact with the curriculum and other services described in paragraphs 12-14. Regional inspectors submit an annual report on their work to headquarters as well as submitting all reports on schools and making recommendations for promotions to headships and deputy headships. It was surprising, however, that no up-to-date records seemed to be available at headquarters of the number and type of inspection visits paid by inspectors in the regions.

(iv) The Regional Senior Primary School Inspector

24. He has a vital role in the system of primary inspection in leading a team of inspectors in his region and in keeping the Regional Education Officer and the Ministry informed of the standard of education in the schools and ensuring that the recommendations of his colleagues which require administrative action - on staffing, buildings and supplies - are carried out. His specific duties are wide-ranging and are well illustrated by the fairly exhaustive list drawn up by the Regional Inspector in the Copperbelt and shown in Annex I to this summary. The working relationships of the Regional Inspector and the Chief Education Officer are very important for effective inspection and the proper functioning of the schools. Their professional leadership, as observed, varied in quality.

(v) The Subject Senior Primary School Inspector

25. This is a quite recent post in the primary inspectorate, established to strengthen the carrying out of various subject reforms in the Zambia Primary Course. There was a particular need for improving standards in the teaching of Zambian languages and there are specialists for these in 7 of the 9 regions. Other subjects catered for are English, Mathematics, Homecraft, Physical Education and Science subjects, as well as Special and Adult Education, but so far relatively few regions have inspectors for these subjects. In some regions they have general inspection duties, in others not, though they assist their colleagues in team-visits. They would seem to have fully justified their appointments and there is a good case for increasing, when possible, the number of such appointments. Their main duties are:

(a) Inspecting and reporting on the teaching of their subjects in schools;
(b) organising workshops, seminars and longer courses for teachers;
(c) collaborating with district inspectors in team-inspection and district courses;
(d) drafting regional and national examination papers;
(e) serving on promotion and other professional committees;
(f) collaborating with the Psychological Service and the Curriculum Development Centre in evaluation of the Zambia Primary Course in their subjects.

(vi) The District Primary School Inspector

26. He is based either in the regional office or in one of the districts of a region, though in some cases because of shortage of housing he has to live a considerable distance from his district and his schools. He carries the brunt of inspection and supervision of the schools. His duties

are defined in the following general terms in the 'Notes for Primary School Inspectors':

(a) To assess and evaluate the school as a place of learning;
(b) to advise the Head and his staff on ways and means of eradicating faults and raising standards;
(c) to record his findings and to keep the Ministry informed of the state of the schools and consequently of educational standards in Zambia;
(d) to keep in touch with educational thought and problems and having examined them critically to adapt sound ideas and solutions to Zambia's needs;
(e) to stimulate educational thought through the dissemination of experience and knowledge, to encourage Heads and teachers in their educational endeavour;
(f) to assess and evaluate the syllabus and supporting material in use and to put forward constructive criticisms to the Ministry;
(g) to advise Chief Education Officers on postings, transfers and promotions;
(h) to co-operate with government and municipal administrators in so far as they are concerned with education.

To this list is added a pregnant Note: 'The Inspector of Schools should not become involved with administrative detail. His task is to observe, advise and teach. Above all he is a field officer and must not be desk-bound." The report of a meeting of Senior Primary School Inspectors in 1973, which enumerates his duties more specifically, is given in Annex II. The following sections describe and make some assessment of how his various duties are performed.

(vii) Inspection and Reporting

27. This, according to the Chief Inspector, should occupy about 50 per cent of the inspectors' time, the remainder being devoted to in-service training, report writing, subject meetings and examinations. Normally each school should be visited twice a year for general inspection and follow-up, but though no figures were available it was admitted at all levels that transport difficulties especially in rural areas reduce the frequency of visits to about once a year. Visits take various forms: the full team-visit, announced beforehand, to make a thorough assessment of all aspects of the school and to report - the procedures being laid down in the Notes to Inspectors. Such visits are very thorough as the Consultant observed in his tour but are very time- and manpower-consuming; reports seen of such inspections ran to a large number of headings. Their value, though admitted by inspectors and teachers, was being questioned in relation to more advisory visits at a time of curriculum change. The second type is the follow-up visit designed to ensure that recommendations previously made are being carried out. The third, and most common, type is the visit of one or more inspectors for

assessment and advice on a less comprehensive basis than a full team-inspection. This is often concentrated on particular aspects of the curriculum and particular classes and teachers, and is used for checking on the supply of books and materials of the Zambia Primary Course.

28. Though the 'Notes' give guidance on various types of report there is no standard form. Regional Inspectors scrutinize them before sending them to the Chief Education Officer for information and administrative action where needed, to the school head and to the Ministry, indicating what action has been taken or is required. Reports on individual teachers are also written for a number of purposes, such as promotion, or selection for a course or disciplinary reasons. But it is becoming the responsibility of the Head of the School to report annually on his staff. Several school reports seen were thorough but there seemed to be a need to convey criticisms more constructively and to encourage a school to build on its strengths as well as remedy its weaknesses.

29. The inspection process involves the inspector in spending usually a period with each class, observing the teacher, looking at written work and questioning pupils, and also looking at teaching schemes and lesson notes - followed usually by full discussion with the teacher. Particular attention was paid to observing that in the case of the new Course, teachers now following their handbooks and the instructions faithfully. This is probably necessary in the case of a carefully structured course, often taught by teachers not fully trained in its use; but perhaps more might be done to stimulate the teacher's own initiative and capacity to think through teaching problems. Much time had to be spent in checking books and curriculum materials, and it seemed that more heads should learn to shoulder such responsibility.

(viii) In-Service Training

30. This is one of the most important tasks of the primary inspector and all the evidence pointed to a valuable contribution being made by the inspectorate. Regions are allocated a sum for refresher courses, to which the teachers make a contribution and priorities are determined by the regions. The courses, usually held at week-ends or in the holidays are of varying type and length, often concerned with the new primary course, and there seemed to be good collaboration between inspectors and training college staff. Emphasis is being rightly put on courses for heads, deputies and 'senior teachers' in supervision and organisation as the heads assume responsibilities formerly exercised by school managers.

(ix) Curriculum Development

31. The inspectors themselves need as much opportunity as possible for keeping up-to-date in the various developments and increasing their collaboration with other educational services. The establishment of

subject-committees in the regions is a useful step and the possibility might be considered of setting up Curriculum and Resource Centres at appropriate points. Ways and means of strengthening communication within the inspectorate itself were discussed.

(x) District Inspectors and Administrators

32. At district level, as part of the policy of decentralisation, more Education Officers were being appointed to replace the former school managers, usually of voluntary agencies, who had administrative responsibility for a number of primary schools. As at regional level, working relationships between administrators and inspectors will be crucial, and to avoid overlap or any dispute of function, it might be useful for the Ministry to define with some precision their respective duties.

(xi) Conditions of Working

33. The greatest material handicap to the inspectorate in carrying out its duties is the lack of transport, especially in rural regions, where especially in the rains only a four-wheel drive vehicle can get through. Many examples of hazards and difficulties were quoted; even when there were such vehicles many were off the road awaiting repair, and the carrying out of inspection programmes was often frustrated. Office accommodation and clerical assistance was in some regions very good but deficient in others. Few inspectors' libraries were seen. Housing for inspectors often seemed to take low priority compared with other government services.

C. CONCLUSION

(a) Though there are many difficulties to be overcome in ensuring that standards in primary education keep pace with increasing enrolments, the record of the past five years is impressive.
(b) The primary inspectorate, whose functions are largely professional and separate from routine administration, on all the evidence have been making a very useful contribution to preserving and improving standards.
(c) The organisation of the inspectorate is very sound and the appointment of subject inspectors seems likely to strengthen the service. It is hoped that more women can be recruited and it is desirable that there should be closer working relationships between primary and secondary inspectors.
(d) On the whole there are effective relationships between the headquarters and regional inspectorate; but there is some need for keeping up-to-date records of the 'state' of inspection in the country.

(e) When the full complement of primary inspectors and more subject specialists are appointed the ratio of inspectors should be satisfactory. But the special needs of the rural regions, which are less favoured in many respects, should be borne in mind.

(f) The contribution of the inspectors could be greater if systematic induction training were introduced, followed by regular in-service opportunities.

(g) The assessment of work in the schools is thorough and much help given to teachers in implementing the new Course. But more might be done during inspection to increase the professional self-responsibility of teachers, especially of heads.

(h) The inspectorate is playing an important part in in-service training.

(i) Steps need to be taken to associate the inspectorate more closely with other education services e.g. Psychological, Broadcasting, Library.

(j) There is some need to define the respective duties of District Inspectors and District Education Officers.

(k) The inspectorate is seriously handicapped by lack of adequate transport facilities and in some areas of office accommodation and housing.

ANNEX I

Duties of Regional Senior Primary School Inspector - Copperbelt Region
(Paragraph 24)

(1) Original planning of development work in the region.
(2) Co-ordination of the programmes and routines of Subject SPSI's and District PSI's.
(3) Overall responsibility for the professional conduct of teachers and for the children.
(4) Overall responsibility for the professional development of heads, deputies and senior teachers.
(5) The central administration of:
    (a) the schools equipment vote
    (b) movement of teachers to in-service courses
    (c) the processing of inspection reports
    (d) the Education Magazine
    (e) art and other competitions
    (f) exhibition work
    (g) national and regional examinations
    (h) psychological testing and evaluation work
    (i) ordering and dispatching library and reference books
    (j) regional training programmes
    (k) annual reports, both inspectorate and regional
(6) The first contact with bodies anxious to work in the schools, e.g. Psychological Service, Curriculum Development Centre, etc.
(7) Confidential reports on inspectors.
(8) Recommendation for promotion posts in ex-scheduled schools.
(9) Conduct of monthly inspectorate meetings and routine meetings with Education officers.
(10) Service on promotion and disciplinary committees.
(11) Organisation of candidates for Commonwealth Fellowship Bursaries.
(12) Keeping the Chief Education Officer and, through him the Ministry informed of the state of the schools and the educational standards therein.

ANNEX II

Specific Duties of District Primary School Inspectors
(Paragraph 26)

(1) Advisory visits and inspection of schools and teachers, followed by discussion, advice, reports and recommendations.
(2) Regular mounting of refresher courses, seminars and workshops for teachers based on weaknesses observed during advisory and inspection visits.
(3) Organisation of courses for trained and retrained teachers meeting new areas of work and faced with new methods, procedures and alternative approaches.
(4) Regular meetings with Heads, Deputies and Senior Teachers to develop their professional background and competence.
(5) Checking school orders for equipment to ensure that correct materials are ordered in sensible quantities.
(6) Collaboration with Education Officers to ensure that schools are adequately and properly staffed.
(7) Maintenance of good relationships with teachers by ensuring that work-loads are reasonable, teachers fit for promotion are brought forward and teachers setting a bad example are brought to a professional level.
(8) Item writing for and supervision of national examinations.
(9) Collaboration with Psychological Service and Curriculum Development Centre in various forms of evaluation and pre-testing.
(10) Service on promotion of teachers and other committees as required.

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The book

An analysis of the functions and organisation of the primary school inspectorate, based on case studies in six countries. One of the conclusions of this report is that the planning of the work and staffing of the inspectorate constitutes an important part of educational planning since the inspectorate is at least potentially a powerful instrument in improving and maintaining the adequacy of education. This report indicates the main points which require attention, in planning and in administration, if inspection is to achieve these objectives.

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